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ABSTRACT

This document describes the vocational education and training system in Spain, beginning in chapter 1 with the administrative, demographic, and economic background in which the training system exists. Chapter 2 provides a brief historical review of the development of the training systems; discusses regulated vocational education and training; presents the law governing the general regulation of the education system (LOGSE, 1990); and covers occupational training. Chapter 3 provides information about Spain's Ministry of Education and Science; funding agencies; and vocational training levy. Chapter 4 provides an indication of present trends and developments; the impact of European Community vocational training programs in Spain; and information pertaining to conclusions and possible solutions. Appendixes contain 30 references and the following: list of acronyms and abbreviated titles; principal agencies involved in provision or regulation of vocational training; glossary; principal acts of legislation impacting on vocational training and the anticipation of the reforms; and an article on change in the system (Julio S. Fierro). (YLB)

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Vocational education and training in Spain

CE076246

Vocational education and training in Spain

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CEDEFOP INTRODUCTION

IS THERE A SYSTEM?

Is there such a thing as a vocational training system? Strictly speaking, the answer is 'no', in that a system assumes a clear set of objectives and a logical and coherent framework for policy making and execution to achieve them. In reality, vocational training, sandwiched between the education system and the demands of the labour market, caught between the different and varying social, economic, and political priorities of political parties and the social partners, and in the conflicts between different ministries and public powers, located at national, regional, and local level, does not in any of the Community Member States demonstrate the characteristics of a system.

Nevertheless, this volume and the 11 similar volumes on the other Member States constitute a third generation of CEDEFOP monographs on the training systems in the Member States. In preparing it, much has been learnt from the procedures used for, and the reaction to, the earlier monographs and the Guide to the vocational training systems, published in 1983.

CONTENT OF THE REPORTS

The present monographs have been prepared by one organization or individual in each of the Member States, following a detailed specification by CEDEFOP of the contents required. These specifications were discussed and agreed at a meeting in Berlin in May 1991.

The basic structure was designed to incorporate:

(a) a presentation of the administrative, demographic, and economic background in which the training system exists;
(b) a brief historical review of the development of the training systems;
(c) a presentation of the arrangements for initial training;
(d) a presentation of the arrangements for continuing training;
(e) an indication of where responsibilities for administering the system are located, including the influence of the social partners;
(f) information on financing the system;
(g) an indication of present trends and developments, where authors were asked, in particular, to indicate how far the system has been, or would be, influenced by Community considerations such as the creation of the single European market, mutual recognition of qualifications, the intervention of the Structural Funds, and the Community's education and training programmes.

THE PROCESS OF PREPARATION

Authors were asked to send a copy of their draft report for comment to the members of CEDEFOP's Management Board in their country, and organizations with a major role in the training system. They were requested to incorporate the views expressed to the maximum extent possible. Whereas in general authors were asked to be descriptive and analytical, they were encouraged in the last section (g above) to express their own views.

Initial draft monographs on each of the Member States were delivered to CEDEFOP in the period between September 1991 and March 1992. As experience had led us to expect, the documents received varied considerably in their approach, content, and presentation. Between January and October 1992 CEDEFOP had a series of intensive meetings with each of the authors, in order to ensure that certain elements were added to the reports and that they respected specific rules with relation to presentation. A novel and very beneficial feature of these meetings was participation in many cases by the translators responsible for translating the volume concerned.

Following these meetings the authors revised their reports on the basis of what was said during the meeting, took account of comments received, and included references to recent developments in their country.

CEDEFOP INTRODUCTION

USE OF DIAGRAMS

It had been hoped that a large number of diagrams could be developed which would be common to all the monographs, and could then be used to simplify comparisons between the Member States by the reader. These could later become the basis of additional publications, such as a guide to the training systems or particular aspects of them. However, we have found that while it is relatively easy to obtain and present statistical information on the population, the employment market, and the economy, it remains difficult not only to obtain hard and comparable data on many aspects of the education and training systems of all 12 Member States, but also to present this information in a useful diagrammatic form.

WHO ARE THE USERS?

A question which came up repeatedly in the preparation of the monographs was: what is our primary user group? Our belief is that these monographs will be useful to a wide range of people active in vocational training, including policy makers, practitioners, and researchers, but also to those seeking training in another country, and needing to know the framework in which it is provided. They are therefore, in particular, geared towards the needs of those who participate, or wish to participate in any of the Community programmes involving partnerships, visits, etc. Hence the emphasis on having monographs which are not more than 100 pages in length, and which do not require reference to other documents.

LINKS WITH OTHER COMMUNITY ACTIVITIES

CEDEFOP has been anxious that this work should be seen in the context of other Community activities with relation to information on the education and training systems. CEDEFOP has been glad to participate in the joint publication with Eurydice on 'Structures of the education and initial training systems in the Member States of the European Community' available in English, French and German. The European Unit of Eurydice, and CEDEFOP have also tried to ensure that the authors of the monographs on the training systems, and the Eurydice units providing information for the national dossiers on the education systems, should be in contact with each other. The European Unit of Eurydice, and CEDEFOP similarly are continuing their efforts to ensure that the products of this work should be available to a wide audience, and with this in mind are investigating possibilities of holding the information on a common automated system.

In a more general way, as indicated above, CEDEFOP considers these monographs should be useful in supporting other activities of the Community in the field of training, and through this the implementation of the new provisions, contained in Articles 126 and 127 of the Maastricht Treaty.

The publication of these monographs does not mark the end of this activity. Arrangements will be made for their up-dating and their re-publication as appropriate and as resources permit. CEDEFOP would be extremely pleased to have comments on their usefulness and proposals on how they could be improved, from anybody who has occasion to use them.

Corrado Politi Deputy Director	J. Michael Adams	F. Alan Clarke

Berlin, November 1992

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by Julio Sánchez Fierro (ESDEN)

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AUTHORS' INTRODUCTION

Education and training policies play a major role in the concerns and proposals of both governments and the various social partners.

There is a growing demand for an education system which imparts the adequate and appropriate skills to permit adaptation to change by providing adult training opportunities. In this context it is necessary to raise the general skill level, making skills homogeneous, thus facilitating their harmonization, to introduce a certain degree of multiskilling to ensure access to a wider area and a larger market than the national context and to eliminate existing barriers between the initial and continuing training systems.

These considerations are endorsed in the Treaty on European Union, adopted at the European Summit of Maastricht; the Treaty makes explicit reference to the 'improvement of initial and continuing training in order to facilitate vocational integration and reintegration into the labour market', to 'facilitate access to vocational training and encourage mobility of instructors and trainees and particularly young people' and to 'stimulate cooperation on training between educational or training establishments and firms'.

Vocational training structures in Spain are divided into two subsystems:

(i) regulated vocational training (FPR), catering for students in the framework of initial training under the auspices of the Ministry of Education and Science (MEC);

(ii) 'occupational', or job-related vocational training (FPO), providing training and retraining for workers already in employment, under the auspices of the Ministry of Labour.

Both types of vocational training shall be discussed in parallel throughout this monograph which we hope shall offer the reader a comprehensive overview of vocational training in Spain and its legislative, historical, financial, etc., aspects.

Plans for the reform of the regulated vocational training system are currently in the pipeline. These reforms shall lead to a substantial change in the range of provision and consequently the skill levels of those entering these programmes. This study therefore describes the status quo and presents a number of perspectives for the future. It also includes an outline of the present structures of the Spanish education system, coexisting throughout this period of transition with the final structures set out by the Law on the general regulation of the education system (LOGSE, 1990), as far as non-university education is concerned, and the University Reform Act (LRU, 1983) for the field of higher education.

We have also provided a summary of 'occupational' or job-related vocational training structures to give the reader an indication of the important role of this sphere in the Spanish context and the diversity of its players.

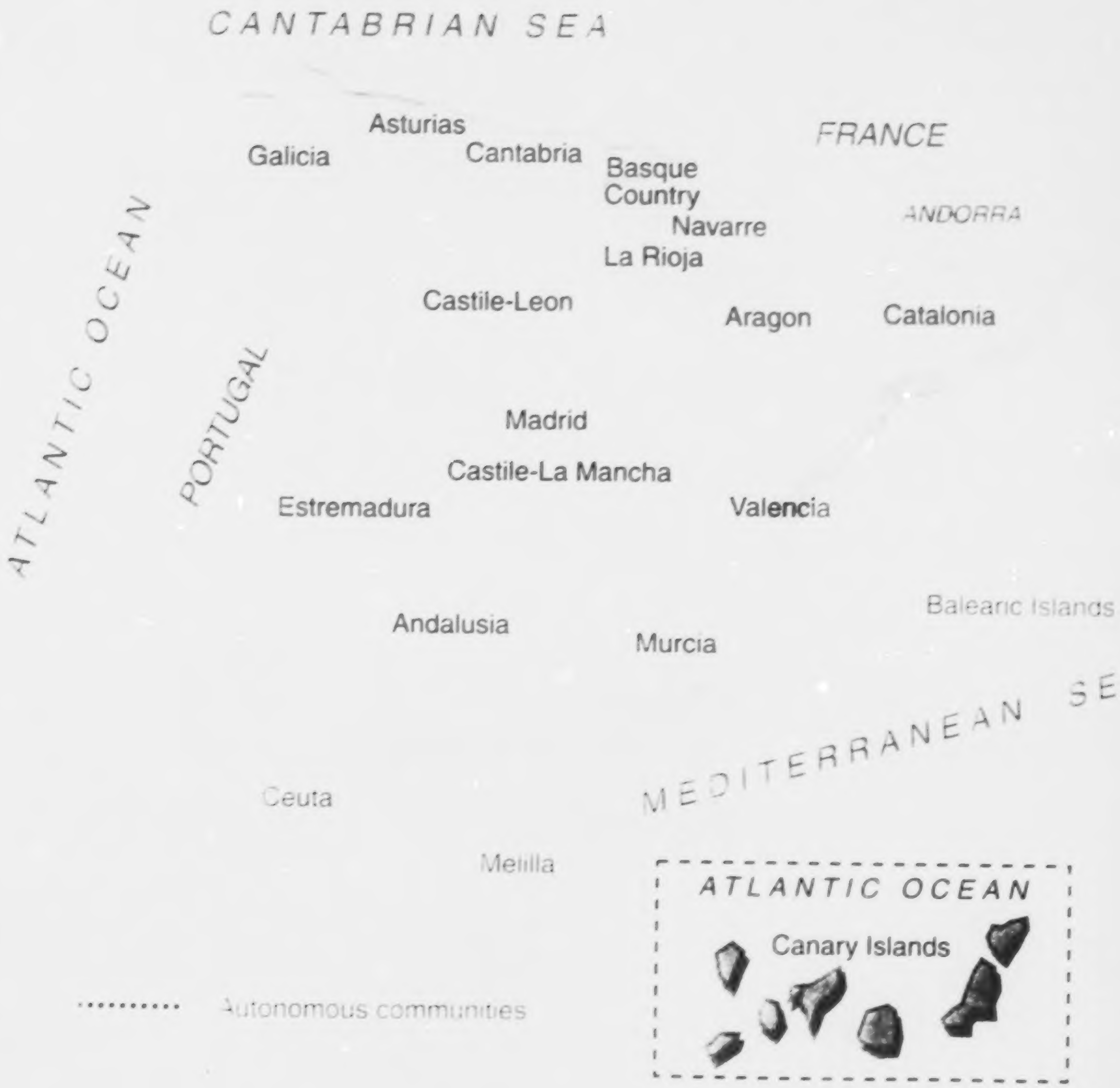
The team of experts formed to draw up this monograph first drafted a preliminary report on the basis of an extensive bibliography, consultation of the Spanish Employment Services (INEM), the Ministry of Education and Science (MEC), the National Statistics Institute (INE) and various social agents. This preliminary draft was subsequently revised and rendered more objective, with due consideration to the opinions of the various players.

We should like to take this opportunity of expressing our gratitude to all the agencies for their contributions and to the European Centre for the Development of Vocational Training (CEDEFOP) which has made the elaboration and publication of this monograph possible.

Madrid, September 1992

1 GENERAL INFORMATION

SPAIN


CANTABRIAN SEA
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Cantabria
Basque Country
FRANCE
ANDORRA
Navarre
La Rioja
ATLANTIC OCEAN
Castile-Leon
Aragon
Catalonia
PORTUGAL
Madrid
Castile-La Mancha
Estremadura
Valencia
Balearic Islands
Andalusia
Murcia
MEDITERRANEAN SEA
Ceuta
Melilla
ATLANTIC OCEAN
Canary Islands
.... Autonomous communities

1.1. The political and administrative structure of Spain

The constitution

1.1.1
Article 2 of the preamble to the Spanish Constitution of 1978 refers to the indivisible unity of the Spanish nation, while at the same time recognizing and guaranteeing the right to autonomy of the nationalities and regions comprising this nation.

1.1.2
Two models of devolution are envisaged by the respective Autonomous Statutes: the so-called 'rapid' process, according to Article 151, rendering regional autonomy automatic once a series of conditions obtain, and the so-called 'slow' process pursuant to Article 146, according to which the autonomous communities, or regions, may gradually extend their devolved powers by means of a reform of their Statutes.

1.1.3
The rapid process of devolution was clearly established to cater for the so-called 'historical nationalities' or those regions which had enjoyed some form of self-government in the past (Catalonia, the Basque Country and Galicia) and that after a difficult political process Andalusia would follow in their footsteps.

1.1.4
The two models of devolution have led to the creation of 17 autonomous communities with completely different structures, ranging from those with an essentially geographical structure (the Balearic and Canary Islands) to those whose roots date back to a form of home rule.

Autonomous harmonization

1.1.5
The different models and origins characterizing the devolution process served to accentuate the differences between the various regions, now autonomous communities. Central government therefore sought to 'harmonize' the devolution process by enacting the Organic Law on the harmonization of the autonomous process (LOAPA) which fixed a ceiling to the powers devolved to the autonomous communities by levelling them downwards.

1.1.6
Following an appeal against the LOAPA, the Constitutional Court ruled the unconstitutionality of a number of its articles. The outcome of this situation is that the autonomous issue has not yet been completely settled and constant wrangling continues between central government and the autonomous communities on questions of competence.

Competence

1.1.7
The question of competence in the field of education/training has not yet been fully clarified: education/training is neither included in the list of the 32 exclusive competences of the State nor in the 22 areas of government which may be

handed over to the regions acceding to autonomy by means of the 'slow' process in the first five years of devolution.

1.1.8
As a result of this ambiguous situation, a number of autonomous communities have assumed competences in the field of education/training, whereas others, eager to follow suit, are prevented by law from doing so. Moreover, in some cases, educational/training competences which have been handed over to the regions do not cover all the levels of the education/training system due to disagreement on the interpretation of the devolved competences.

1.1.9
Therefore, if competences which may be devolved to a region are not explicitly transferred to that autonomous community by its respective Autonomous Statute, responsibility for the fields in question remains in the hands of central government; similary, the State may transfer or delegate to an autonomous community a number of the competences reserved for central government according to Article 149.

1.1.10
However, the greatest source of confusion is undoubtedly the fact that according to Article 150.3 of the Constitution, 'the State may establish the necessary principles to harmonize the legislative provisions of the autonomous communities ... should this be in the interests of the common good'.

This 'common good', which constituted the basic legal substantiation of the LOAPA, must be defined by an absolute majority of Parliament.

1.1.11
Pursuant to the Autonomous Law of 1992, all autonomous communities will be handed over competence in the next three to five years.

1.2. Population

The present Spanish population

1.2.1
The demographic trends observed in neighbouring European countries have been reflected in Spain with a certain time lag.

Population census

Census	Population	Growth between each census
1940	26 187 899	2 343 103
1950	28 368 642	2 180 743
1960	30 903 137	2 534 495
1970	34 041 531	3 138 394
1981	37 682 355	3 649 554
1991[1]	38 425 679	743 324[2]

[1] Non-official census.
[2] Growth between the last two municipal censuses, 1975 and 1986.

Source: Population censuses, INE.

Growth of the Spanish population

Components	1971-80	1981-90
Births	6 491 778	4 536 900[1]
Deaths	2 943 692	3 083 947[1]
Natural increase	3 548 086	1 452 953
External migratory balance	245 000	433 000[1]
Total growth	3 793 086	1 885 953

[1] Estimates of the Institute of Demography.

Source: INE, Movimiento Natural de la Poblacion (MNP) — National population movement.

Mortality rate

1.2.2

The mortality rate has fallen throughout this century, generating extremely high national growth rates, while the birth rate, which is also falling, remains high. The mortality rate in Spain, previously substantially higher than that of other European countries, has been gradually falling throughout the century, and is currently one of the lowest worldwide.

1.2.3

Life expectancy in Spain is one of the highest in Europe and indeed the highest as far as men are concerned. It should also be pointed out that the most recent statistics reconfirm the continuing decline in the mortality rate.

Indicators of the demographic situation in Spain (1975-88)

(per 1 000, except the SFI, per capita)

Year	GMR	IM	GBR	GmarR	SFI
1975	8.40	18.88	18.85	7.64	2.781
1980	7.71	12.34	15.21	5.88	2.210
1985	8.12	8.92	11.88	5.16	1.637
1988[1]	8.22	8.07	10.73	5.54	1.438

[1] Estimated value on the basis of provisional figures.

GMR: gross mortality rate; **IM:** infant mortality; **GBR:** gross birth rate;
GmarR: gross marriage rate; **SFI:** synthetic fertility rate (the SFI is an Institute for Demography estimates).

Source: INE, Anuario Estadistico de España, 1989; MNP, 1984-88.

15

THE VOCATIONAL EDUCATION AND TRAINING SYSTEMS

Birth rate

1.2.4
The baby boom was a phenomenon common to the whole of Europe in the post-war period. Birth rates remained extremely high until the mid-1960s, and then plummeted until 1975.

1.2.5
On account of the Civil War, the process was rather different in Spain where the baby boom did not set in until 1955. The downward trend began in 1964 (apart from the years 1982-88, when birth rates picked up again); the situation at present remains unchanged with no fall in the rate of decline.

Regional disparities

1.2.6
Spain is characterized by marked regional disparities with life expectancy lying below the national average in the southern regions of Andalusia and Estremadura and the northern regions of Galicia, the Basque Country and Cantabria.

1.2.7
No Spanish region has reached the generation replacement level (2.1 children per woman) since 1985. The decline in the birth rate first led to levels below this rate in Asturias, Aragon and the Basque Country, while the last regions to fall below this level were Andalusia and Murcia.

Registered population per autonomous community

Autonomous community	1970 census	1981 census	1991 census	
			Total population	% total
Andalusia	5 991 076	6 440 985	6 859 958	17.85
Aragon	1 153 055	1 196 952	1 178 521	3.07
Asturias	532 946	1 129 556	1 091 093	2.84
Balearic Islands	1 125 442	655 909	702 770	1.83
Basque Country	1 052 048	2 141 809	2 093 415	5.45
Canary Islands	469 077	1 367 646	1 456 474	3.79
Cantabria	1 732 696	513 115	523 633	1.36
Castile-La Mancha	2 668 289	1 648 584	1 650 083	4.29
Castile-Leon	5 107 606	2 583 137	2 537 495	6.60
Catalonia	3 078 095	5 956 414	5 959 929	15.51
Estremadura	2 676 403	1 064 968	1 050 490	2.73
Galicia	3 761 348	2 811 912	2 709 743	7.05
La Rioja	234 628	254 349	261 634	0.68
Madrid	832 047	4 686 895	4 845 851	12.61
Murcia	466 593	955 487	1 032 275	2.69
Navarre	1 867 287	509 002	516 333	1.34
Valencia	1 169 396	3 646 778	3 831 197	9.97
Ceuta and Melilla	123 499	118 857	124 785	0.33
Total	**34 041 531**	**37 628 355**	**38 425 679**	**100.00**

Source: Population census 1991, provisional INE results.

Migration

1.2.8
The different growth rates recorded in the various provinces since 1960 are basically the result of internal migration. The period of highest migration was 1961-70 with 4.5 million migrants and a mean annual proportion of 14.6 per 1 000.

Interprovincial migration increased constantly from 38% in 1961-70 to 54% in 1981-85. In the latter period (1981-85), 'short-range' mobility was particularly high, above all towards provinces with extensive metropolitan areas, for example Madrid, Barcelona, Valencia and Vizcaya.

1.2.9
In recent years, the trend of the period of growth during which the large cities were migratory hubs has been reversed as the population shifts away from the urban centres towards the peripheral belts of the agglomerations and the more affluent set up home on the residential fringes of the major cities or, in many cases, in different municipalities. For the opposite reasons, the most socially disadvantaged sectors (young lower-middle-class couples) have been expelled to the dormitory towns by land speculation and prohibitive housing prices.

There has also been an important reversal in the direction of migratory flows: whereas migration centred upon Madrid, Catalonia and Valencia until the mid-1970s, the net migratory rates of these areas have since fallen; the balance is even negative in the Basque Country.

It is by no means clear whether these provinces have ceased to attract migrants, or whether the negative rates are the result of the return of previous migrants to their provinces of origin. As already mentioned, this entire phenomenon is a result of the economic crisis.

International migration

1.2.10
Spain's external migratory balance has taken an about-turn over the last two decades. Spain has changed from a nation of migrants to a State with a positive net immigration rate; the flow of returnees has virtually come to a standstill with no Spanish emigration to other countries.

1.2.11
Although the percentage of foreigners living in Spain remains minimal — approximately 1%, compared with 6.6% in France and 7.3% in Germany — the growth in migratory flows from black Africa and Morocco in recent years has triggered problems of racism and xenophobia and policies to promote the social integration of the immigrants and stem the tide of illegal immigration have become necessary. The government has sought to mitigate this problem by the introduction of measures to legalize the status of formerly illegal immigrants.

1.2.12
Approximately 300 000 net entries (the balance between entries and departures) of legal immigrants are estimated for the period 1981-90, as well as some 130 000 illegal immigrants.

Spanish migratory movements

1960-89

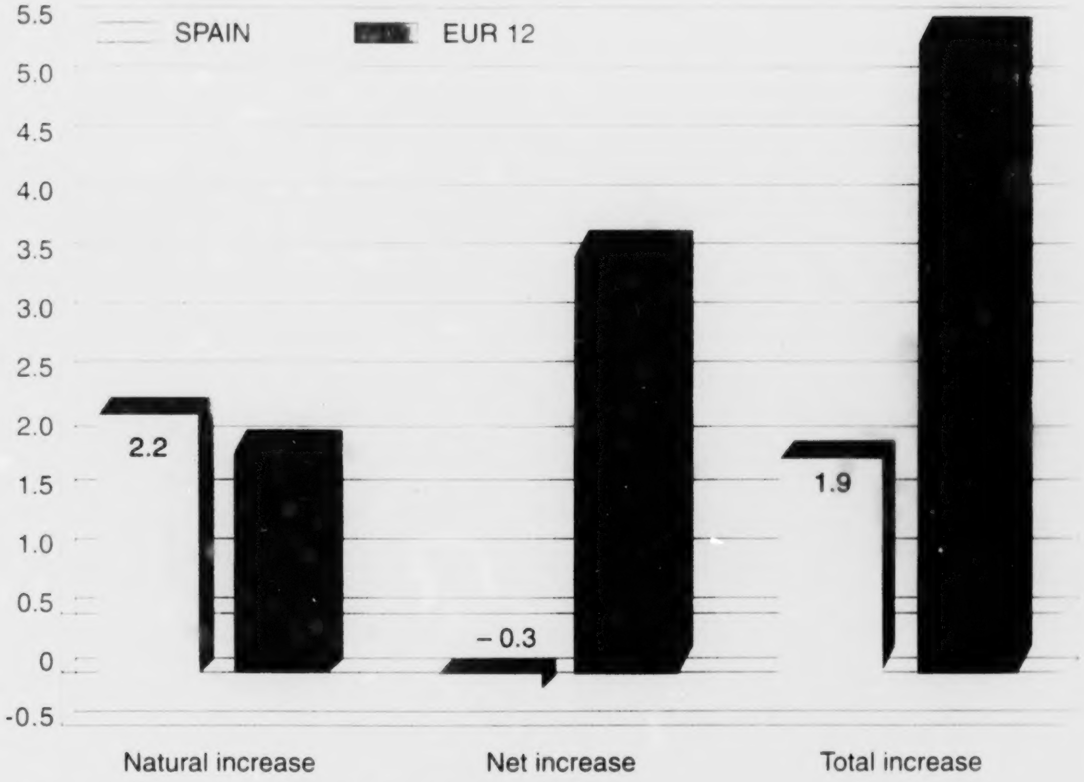
Years	Emigrants	European countries Returnees	Balance
1960	19 610	12 200	7 410
1961-65	384 632	327 000	57 632
1966-70	347 455	499 400	-151 945
1971-75	385 220	440 400	-55 180
1976-80	62 537	245 542	-183 005
1981-85	85 181	71 764	13 417
1986-89	59 901	56 631	3 270

Years	Emigrants	Non-European countries Returnees	Balance
1960	38 937	23 114	15 823
1961-65	134 244	101 432	32 812
1966-70	52 825	46 996	5 829
1971-75	26 791	13 490	13 301
1976-80	17 714	4 784	12 930
1981-85	30 864	15 834	15 030
1986-89	6 996	41 127	-34 431

Years	Emigrants	Overall total Returnees	Balance
1960	58 547	35 314	23 233
1961-65	518 826	428 432	90 394
1966-70	400 680	442 396	-146 116
1971-75	412 011	453 890	-41 875
1976-80	80 251	250 326	-170 075
1981-85	116 045	87 598	28 447
1986-89	66 897	97 756	-30 859

Sources: Ministry of Employment; IEE; Servicio de Estudios y Planificacion.

Change in population in 1989 (mean population per 1 000 inhabitants)



Source: Eurostat — *A Social Portrait of Europe*, 1991.

The Spanish population of the future

1.2.13
Apart from exceptional cases, demographic development follows on from previous trends and is never abrupt, but is a consequence of earlier factors.

Most projections predict a constant mortality rate with only minimal variations in the future. Moreover, as the mortality rate falls and life expectancy rises, there is an increase in the specific weight of the older members of society, with the consequences such a societal transformation involves in terms of the burden of social benefits and services.

The birth rate, in contrast, has been falling since 1976; however, it seems to have hit rock bottom in recent years which may indicate a renewed upswing.

1.2.14
The following table, with revised figures based on the 1981 census, shows the registered population of Spain, according to gender and age, for the years 1980-90, with projections for the years 1995 and 2000.

THE VOCATIONAL EDUCATION AND TRAINING SYSTEMS

Evolution of the Spanish population

(per 1 000 inhabitants)

Year	Total	Males	Females
1980	37 636	18 467	19 169
1985	38 586	18 953	19 633
1990	39 402	19 378	20 024
1995	40 167	19 783	20 384
2000	40 802	20 125	20 677

Source: INE — Proyección de la Economia Española.

1.2.15

Since Spain is a gateway to the European Community, it must also be considered that the flow of foreign immigrants, notably North Africans and Latin Americans, is more likely to rise than fall. Previously a country of transit *en route* to other Community countries, Spain's increased growth rates and job opportunities in activities shunned by Spanish nationals point to a rise in (fundamentally illegal) immigration.

1.2.16

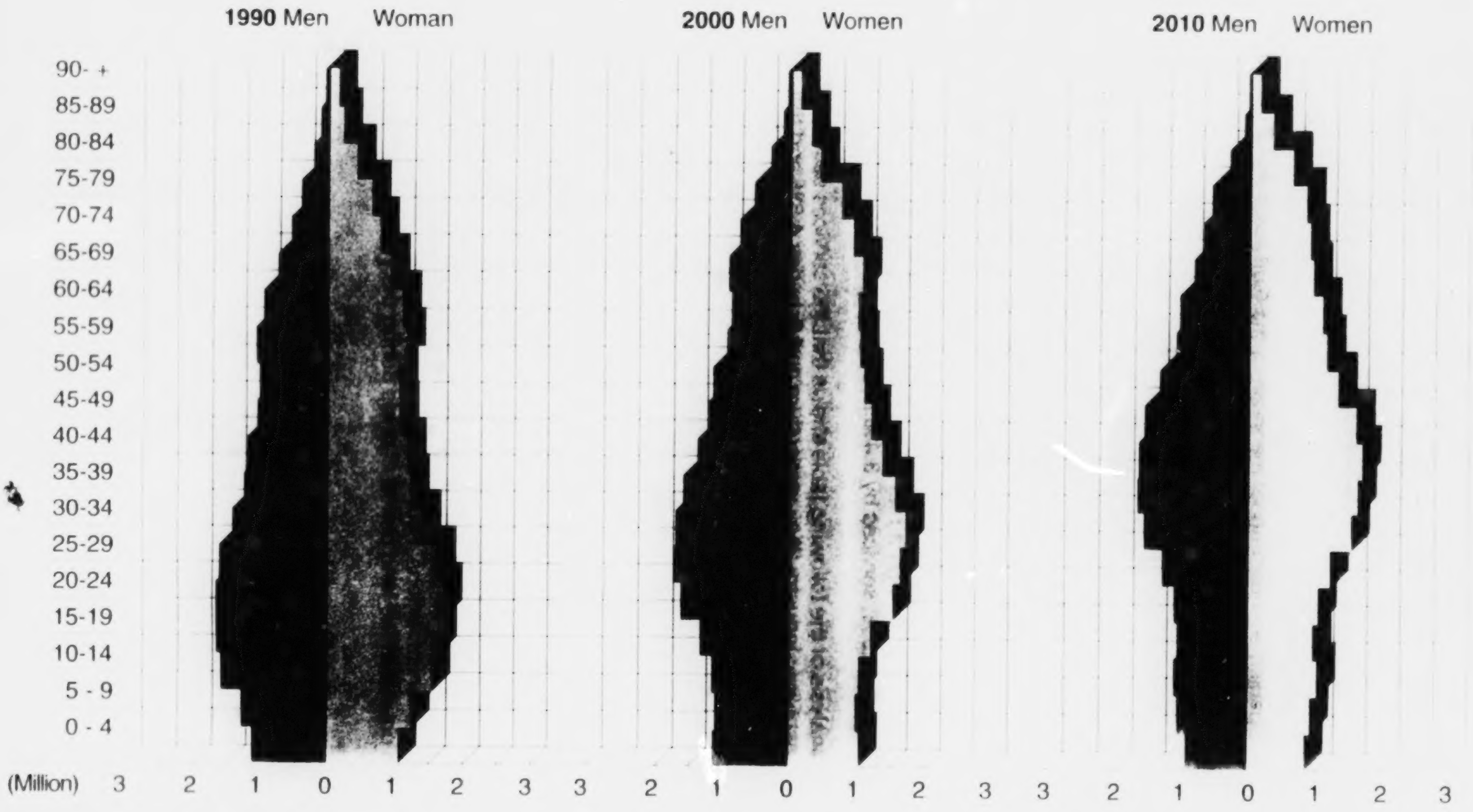
A wide spectrum of hypotheses have been advanced on the Spanish population of the future which is expected to be between 30 and 38 million by the year 2051, reflecting the long-term impact of a birth rate below the generation replacement level. A long-term projection forecasts a population of between 40 million in 2006 (the lowest hypothesis) and 42 million in 2011 (the highest hypothesis). These figures are based on two different estimates. In any case, the increasing weight of senior citizens within the population pyramid is an indisputable fact, whereas the middle range, the working population, is estimated at approximately 60%.

1.2.17

The Spanish population structure is similar to that of other EC countries: a very low birth rate, high life expectancy, an ageing population and incipient immigration from poorer, neighbouring countries. In the future, Spain's economic and social structures shall have to be adjusted to cope with an older population with a low growth rate, requiring policies to stimulate the birth rate and check its decline.

Age structure (Spain)

Estimates as of 1 January 1990 — Projections for the years 2000 and 2010



Source: Eurostat — Demographic statistics, 1992.

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THE VOCATIONAL EDUCATION AND TRAINING SYSTEMS

1.3. The economy and employment

The economy

1.3.1
The year for which the latest data are available, 1990, was a year of transition for the Spanish economy under the strain of the Gulf crisis and an armed conflict of unknown duration which dampened expectations. However, the war in the Gulf had little impact on the economies of the developed world. Oil prices remained stable and the only sector to contract was tourism.

1.3.2
The chief macroeconomic parameters developed as follows.

- The phase of rapid growth in both production and demand since 1985 lost momentum; the research department of the Bank of Bilbao and Vizcaya (BBV) estimated a GDP growth rate of 3.7% for 1989, essentially generated by domestic demand.

- As far as sectoral production was concerned, the construction sector expanded considerably with a real growth rate of 9.7%, industrial production increased by 2.5%, services by 3.4% and agri-fisheries by 2.8%.

- An analysis of the following table shows that the services sector accounts for almost 59%, industry 25%, agriculture and fisheries 4.8% and the construction industry 9.3% of overall GDP.

- In recent years, Spanish industry has gone through a difficult process of economic adjustment, particularly in heavy industry and the iron and steel and shipbuilding sectors, all having been confronted with a fundamental process of restructuring.

Regional imbalances

1.3.3
According to Professor Julio Alcaide Inchausti (Papeles de Economia Española, CECA,1988), the so-called 'oil crisis' from 1973 had a different impact on the various Spanish regions. Four major distinct economic zones emerged in Spain in the course of the long period of crisis during the years 1973-85.

Growth rates in the GDP for the autonomous communities, 1986-90

Autonomous community	1986	1987	1988	1989	1990	Five-year total	Mean annual	GDP per capita (million PTA)	National index = 100	EEC index =100
Andalusia	2.0	6.2	6.7	5.4	3.9	27.7	5.0	916	70.9	54.4
Aragon	4.1	6.1	5.1	5.4	3.7	25.4	4.6	1 449	112.1	86.0
Asturias	-0.4	3.2	3.5	5.2	3.6	19.4	3.6	1 226	94.8	72.7
Balearic Islands	6.2	5.8	7.8	3.8	1.3	25.9	4.7	1 783	137.9	105.8
Basque Country	1.5	3.0	5.6	5.7	3.5	24.2	4.4	1 437	111.2	85.3
Canary Islands	5.5	6.6	7.4	2.3	0.7	26.6	4.8	1 211	93.7	71.9
Cantabria	2.5	4.2	5.8	6.5	3.2	23.4	4.3	1 232	95.4	73.2
Castile-La Mancha	0.3	5.5	5.2	6.3	4.1	25.1	4.6	1 019	78.9	60.5
Castile-Leon	0.4	6.1	5.9	3.5	3.9	22.9	4.2	1 168	90.1	69.3
Catalonia	3.8	5.3	5.4	5.8	4.2	27.4	5.0	1 611	124.7	95.6
Estremadura	0.8	5.0	5.4	4.6	4.5	21.2	3.9	848	65.6	50.3
Galicia	1.9	4.1	5.2	5.0	3.5	22.4	4.1	1 034	80.0	61.4
La Rioja	2.5	5.4	6.4	6.0	3.5	26.5	4.8	1 401	108.4	83.1
Madrid	3.9	4.6	4.0	5.8	4.1	23.2	4.2	1 670	129.2	99.1
Murcia	3.5	5.8	6.3	6.1	4.2	30.2	5.4	1 090	84.4	64.7
Navarre	3.1	5.9	5.2	5.9	3.9	28.3	5.1	1 454	112.5	86.3
Valencia	4.7	5.4	6.7	4.9	3.6	28.1	5.1	1 373	106.3	81.5
Spain	**3.0**	**5.2**	**5.6**	**5.3**	**3.7**	**25.5**	**4.6**	**1 292**	**100.0**	**76.7**

Source: *Journal of Economic Information*. No 48. FIES Foundation.

Growth

1.3.4

This zone, characterized by an increase of over 3% in GDP, consists of the Balearic and Canary Islands, the entire Mediterranean basin (Barcelona, Tarragona and Gerona; Castellon, Valencia and Alicante; Almeria, Granada and Malaga), the Ebro basin (Saragossa, La Rioja, Navarre and Alava) and the metropolitan area of Madrid, spilling over into the industrial corridors of Guadalajara and Toledo.

Crisis

1.3.5

This zone comprises the Cantabrian coast, the industrial area most severely hit by the crisis with its high concentration of mining, iron and steel and metalworking industries, still in the throes of a drastic process of restructuring; the region's special sociopolitical situation has exacerbated the crisis in the Basque Country where there has been a major slump in the services sector.

Survival or level pegging

1.3.6

A series of provinces record population and GDP growth rates close to the national average, with no major fluctuations in either direction: Abarcaria, Galicia, the Duero region (León, Zamora, Valladolid, Palencia and Burgos), the sub-Pyrenean zone (Huesca and Lérida) and Andalusia (Huelva, Seville, Cádiz, Córdoba and Jaén).

Depopulation

1.3.7
The central provinces (the Meseta, excluding Madrid) give the most cause for concern. This area was particularly affected by the migratory flows of the 1960s and, since many of the now retired migrants have meanwhile returned to their places of origin, central Spain is now characterized by an ageing population and a growth in GNP largely due to transfers received from social security or foreign trade transactions.

This region which includes Estremadura (Cáceres and Badajoz), the Iberian massif (Soria, Guadalajara, Cuenca and Teruel), Carpentana (Salamanca, Avila and Segovia) and La Mancha (Albacete, Toledo and Ciudad Real) is characterized by a rural exodus and a flow of migration towards the urban centres.

1.3.8
The following table shows the number of employed persons and their distribution per sector in the various autonomous communities.

Population and employment by autonomous community, 1990

Autonomous community	Population (1 July)		Employed		% distribution/sector		
	Inhabitants	% total	(1 000)	% total	Agriculture	Industry	Services
Andalusia	6 859 958	17.85	1 751.9	14.35	17.04	25.22	57.74
Aragon	1 178 521	3.07	411.7	3.37	13.02	34.78	52.20
Asturias	1 091 093	2.84	370.1	3.03	18.94	32.75	48.31
Balearic Islands	702 770	1.83	248.5	2.03	5.51	25.92	68.57
Basque Country	2 093 415	5.45	694.3	4.69	3.73	45.01	51.26
Canary Islands	1 456 474	3.79	417.0	3.41	9.95	21.51	68.54
Cantabria	523 633	1.36	163.9	1.34	15.44	32.89	51.68
Castile-La Mancha	1 630 083	4.24	494.8	4.05	21.77	30.48	47.76
Castile-Leon	2 537 495	6.60	851.4	6.97	21.13	27.78	51.09
Catalonia	5 959 929	15.51	2 031.7	16.64	4.28	40.84	54.88
Estremadura	1 050 490	2.73	289.6	2.37	26.04	20.20	53.76
Galicia	2 709 743	7.05	1 037.9	8.50	36.70	21.31	41.99
La Rioja	261 634	0.68	97.8	0.80	12.88	42.33	44.79
Madrid	4 845 851	12.61	1 579.8	12.94	1.21	26.96	71.83
Murcia	1 032 275	2.69	313.6	2.57	14.86	30.52	54.62
Navarre	516 333	1.34	181.6	1.49	9.42	44.77	45.81
Valencia	3 831 197	9.97	1 244.1	10.19	10.01	35.72	54.27
Ceuta and Melilla	124 785	0.32	32.8	0.27	0.91	8.54	90.55
Total	**38 425 679**	**100.00**	**12 212.5**	**100.00**	**12.94**	**31.24**	**55.83**

Source: Spanish regional statistics, 1985-88; INE, 1991.

Interregional compensation

1.3.9
The regional imbalances discussed above have nevertheless been mitigated by State measures in the public sector, generating interprovincial and interregional income transfers.

1.3.10
In summary, imbalances in Spanish regional development are characterized by four clearly distinct models. Despite its shortcomings, the fiscal system is managing to prevent an intensification of the existing regional imbalances by offsetting the disparities in income between the various Spanish provinces.

1.3.11
The trends observed at the end of 1991 point to a consolidation of the expansive axes on the Mediterranean seaboard which seem to be extending to the coast of Andalusia, a persistent weakness along the Cantabrian coast where the mining and industrial crisis is re-emerging and, probably more significant, the decline of central Spain where the deep-rooted agricultural crisis is triggering changes in the economic structure of the Spanish regions.

The labour market

1.3.12
The following table shows the working/non-working population per autonomous community, along with a sectoral breakdown and unemployment rates. The final column (I/B) indicates the corresponding regional unemployment rate, headed by Andalusia (26.7%), a region basically characterized by agriculture with very little industry. Lower unemployment rates can be found in Navarre (10.3%), the Balearic Islands (10.4%) and Aragon (10.7%).

The Spanish labour market

1991 — fourth quarter, absolute figures (1 000)[1]

Autonomous community	Population aged 16 or over living with their families	Active population	Inactive population	Working population aged 16 or over: Total	Agriculture	Industry	Construction	Services	Unemployed: Total	% [2]
Andalusia	5 267.5	2 475.8	2 752.1	1 815.0	242.9	284.9	209.0	1 078.0	660.8	26.7
Aragon	989.3	463.6	517.0	414.3	46.9	101.8	42.3	223.3	49.5	10.7
Asturias	923.4	414.2	504.0	349.1	46.4	79.4	41.2	182.1	65.1	15.7
Balearic Islands	531.2	277.9	248.2	249.1	9.5	38.1	33.2	168.3	28.8	10.4
Basque Country	1 722.6	875.8	835.4	715.5	17.9	241.7	53.4	402.6	160.3	18.3
Canary Islands	1 133.4	510.7	513.4	460.2	35.1	37.8	42.1	339.2	156.4	25.6
Cantabria	419.6	193.6	223.4	159.7	19.8	38.4	14.3	87.2	33.9	17.5
Castile-La Mancha	1 356.2	618.3	726.4	538.6	88.2	119.8	78.2	254.5	79.7	12.9
Castile-Leon	2 136.5	983.0	1 139.3	830.8	144.3	172.3	87.0	427.3	152.2	15.5
Catalonia	4 843.2	2 533.0	2 286.0	2 207.9	86.6	726.2	203.7	1 191.4	325.2	12.8
Estremadura	886.9	405.5	474.8	301.4	67.8	32.7	42.0	158.8	104.2	25.7
Galicia	2 270.5	1 149.3	1 106.4	1 005.0	289.9	165.1	106.0	443.9	144.4	12.6
La Rioja	208.5	101.0	106.2	89.6	11.1	28.6	8.0	42.0	11.4	11.3
Madrid	3 851.0	1 858.6	1 961.0	1 618.7	15.1	327.0	138.7	1 138.0	239.9	12.9
Murcia	778.3	396.0	375.6	316.3	42.8	68.0	34.3	170.4	79.6	20.1
Navarre	417.8	206.9	208.5	185.6	12.9	63.8	14.6	94.2	21.3	10.3
Valencia	2 976.7	1 521.8	1 432.4	1 280.1	96.9	351.7	121.5	710.0	241.8	15.9
Ceuta and Melilla	92.5	40.1	51.3	28.4	0.3	2.1	1.4	24.6	11.7	29.2
Total	**30 805.7**	**15 125.1**	**15 461.3**	**12 559.3**	**1 274.4**	**2 880.2**	**1 268.9**	**7 135.8**	**2 566.2**	**17.0**

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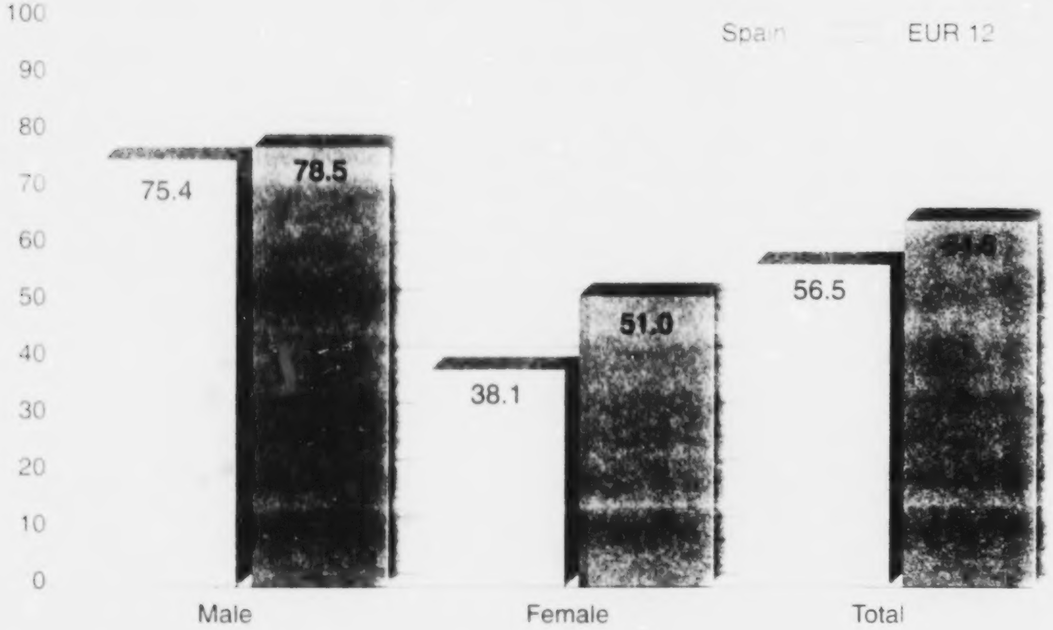
[1] A detailed breakdown of all features and their distribution by province can be found in *Anuario el País 1992*.

[2] Unemployed, as a percentage of the active population.

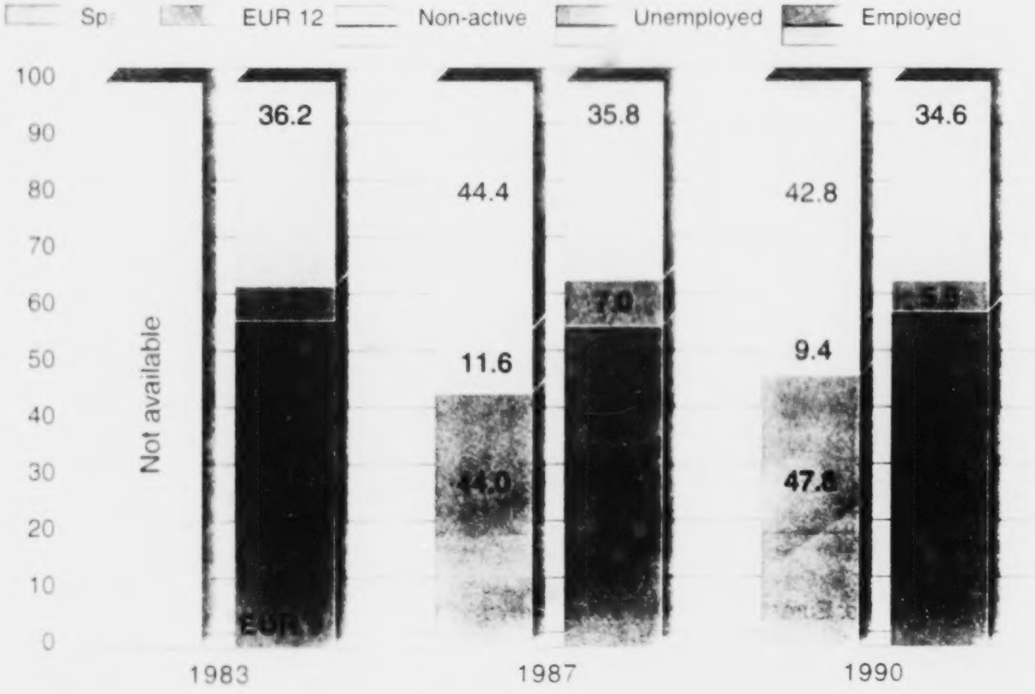
Source: Survey of the active population (EPA), fourth quarter, INE; registered unemployment, Ministry of Labour.

Activity rate of population aged 14 to 64 in 1988 (%)



Source: Eurostat — *A Social Portrait of Europe*, 1991.

Population aged 14 to 64 according to economic status, 1983/1987/1990 (%)



Source: Eurostat — Labour Force Surveys.

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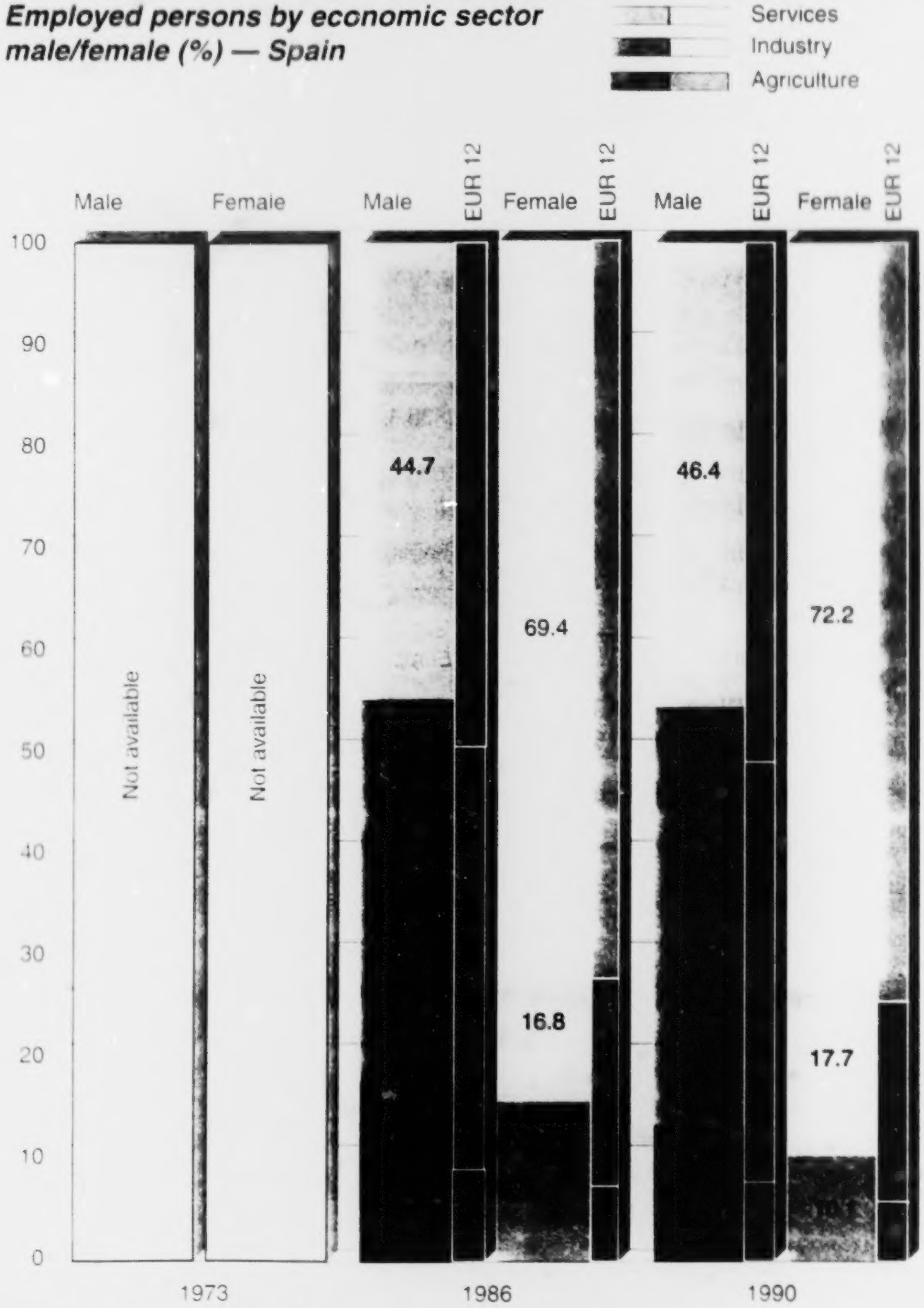
Employed persons by economic sector male/female (%) — Spain



Source: Eurostat — Labour Force Surveys, 1991.

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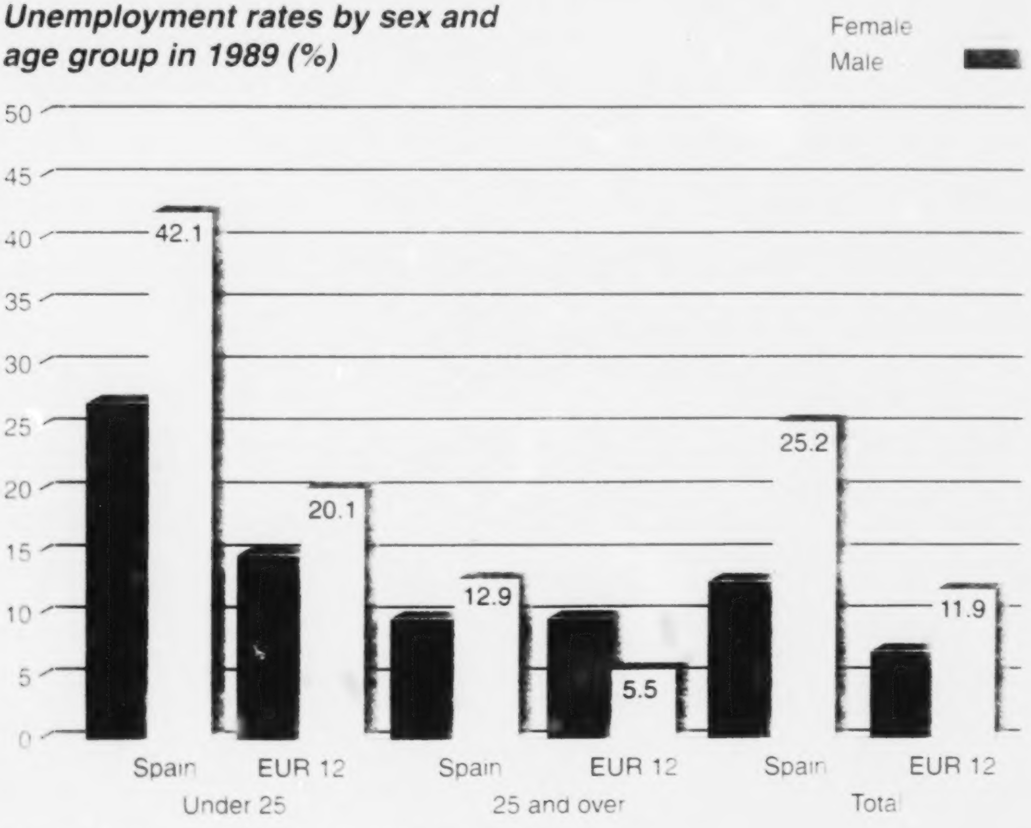
Persons employed in industry and services by broad NACE group

	1987		1990	
	Spain	EUR 12	Spain	EUR 12
Industry				
Energy and water	1.7	2.0	1.1	1.5
Mineral extraction, chemicals	4.7	4.5	3.6	3.6
Metal manufacture, engineering	9.6	11.6	7.5	10.0
Other manufacturing industries	14.4	11.5	11.6	10.4
Building and civil engineering	8.7	7.2	9.7	7.8
Services				
Distributive trades, hotels	15.9	16.0	21.9	18.9
Transport and communication	5.7	6.4	5.7	5.9
Banking, finance and insurance	5.6	7.7	5.4	8.0
Public administration	7.5	9.7	5.6	7.6
Other services	19.5	20.9	16.0	19.7

NACE — Nomenclature générale des Activités économiques dans la Communauté Européenne/general industrial classification of economic activities within the European Community.

Source: Eurostat — Labour Force Surveys, 1987 and 1990.

Unemployment rates by sex and age group in 1989 (%)



Source: Eurostat — *A Social Portrait of Europe*, 1991

THE VOCATIONAL EDUCATION AND TRAINING SYSTEMS

2.1. Historical development

Origins

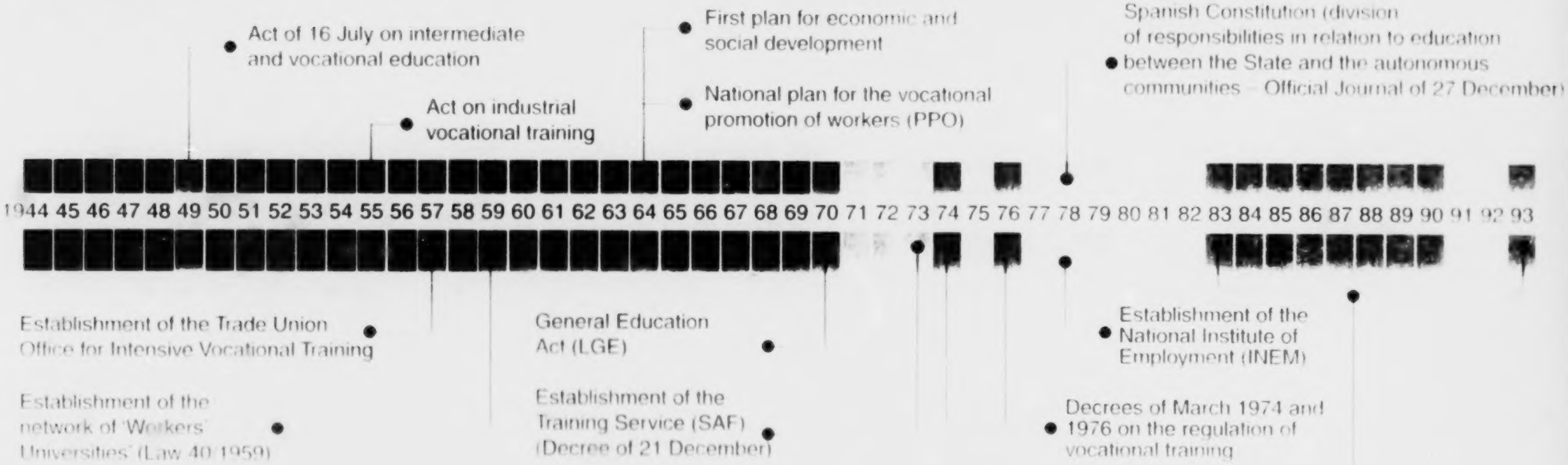
2.1.1
The origins of educational policy and legislation in Spain go back to the Constitution of Cádiz of 1812 which refers to the advantage to the economy as a whole of the introduction of schooling to the population at large. In the following year, 1813, the Regency junta drew up the so-called 'Quintana report', an assessment of educational shortcomings, which came to the conclusion that it was necessary to structure the various forms of education and vocational training in existence at the time into an education system.

2.1.2
It was not until the Claudio Moyano Education Act of 1857 that the various levels of the educational process were systematically structured and organized. The Moyano Act established primary education for children up to the age of 10, imparted by a network of elementary schools in all communities with more than 500 inhabitants. The Act also introduced secondary education, divided into two streams — 'general studies' (comprising two levels of two and four years respectively) and 'studies applied to the industrial professions', including subjects related to agriculture, the crafts, industry, commerce and seamanship, lasting three years.

The Act also regulated higher and vocational education, differentiating between higher education imparted by faculties and higher schools of engineering, and veterinary practitioners, seamanship, masters of works and teachers of primary education in the field of vocational education. The funding of elementary and secondary schools was the responsibility of the relevant provincial councils and local authorities.

2.1.3
The first attempts to establish a standardized State vocational education system in Spain date back to the Statutes of 1924 and 1928. The latter introduced a network of establishments to cater for the training needs of workers in the wake of the process of reindustrialization following the First World War. Seeking to accommodate both the craft tradition and the requirements of the manufacturing sector, the 1928 Statute established both elementary and higher schools of labour (age 14 +) and vocational schools for craftsmen and master craftsmen (age 12 +). These schools provided training at four levels: pre-apprenticeship, official and master craftsman's apprenticeship, assistant technician programmes, and retraining for those wishing to switch to another trade. The courses took place at times which fitted in with the working day, generally in the evenings, to cater for those already in the labour process. The vocational training boards and provincial and local councils, composed of employers, union workers, members of the board of directors of each school and representatives of local councils and authorities, were responsible for the funding of these schools. The programmes were closely linked to the world of work, and envisaged periods of work experience of one or two years. Evaluation boards composed of representatives from both sides of industry and school directors were also established for the extension of certificates.

Evolution of the educational and vocational training system (Spain)



Act of 16 July on intermediate and vocational education

Act on industrial vocational training

First plan for economic and social development

National plan for the vocational promotion of workers (PPO)

Spanish Constitution (division of responsibilities in relation to education between the State and the autonomous communities – Official Journal of 27 December)

Establishment of the Trade Union Office for Intensive Vocational Training

Establishment of the network of 'Workers' Universities' (Law 40/1959)

General Education Act (LGE)

Establishment of the Training Service (SAF) (Decree of 21 December)

Establishment of the National Institute of Employment (INEM)

Decrees of March 1974 and 1976 on the regulation of vocational training

1983	University Reform Act (LRU)
1984	Organic Law on the right to education (LODE)
1985	National vocational training and integration plan (FIP Plan, Ministerial Order of 31 July)
1986	Establishment of the General Council on Vocational Training
1987	Discussion paper on the reform of education
1988	Draft proposals on the reform of technical and vocational training
1989	White Paper on the reform of the education system
1990	Organic Law on the general regulation of the education system (LOGSE)
1992	National agreement on continuing vocational training
1993	National plan for vocational training for the period 1993-96
1993	Basic Law concerning the chambers of industry, commerce and navigation

Source: CEDEFOP

2.1.4

In the Republican period (1931-36), little was accomplished in the field of vocational training, although responsibility for vocational training was shifted from the Ministry of Labour to the Ministry of Education. In February 1932, the Directorate-General for Vocational and Technical Education was established with the task, among others, of updating and upgrading the 1928 Statute. However, due to the political and economic turbulence of this period, very little progress was actually made.

2.1.5

Following the Civil War (1936-39), Spain entered a period of political and economic isolation. During this period (1939-42), in which the National Institute of Industry (INI, 1941) was established, only the Franco regime's highly mediatized trade union organization was involved in any significant activity in the training arena: it ran six centres in 1940 and as many as 70 by 1950.

2.1.6

In response to the training needs of the middle classes associated with the world of technology and work, the Intermediate and Vocational Education Act of 16 July 1949 introduced five years of vocational or technical secondary education, which was later extended by two years higher-level education and a final examination ('Reválida'), in the following: industry and mining, seamanship/fisheries, agriculture/livestock farming and, later, administration. The priority accorded to academic secondary education as a path leading to university education and the corresponding lack of reform within vocational education point to the low social status of the latter.

2.1.7

The 1955 Industrial Vocational Training Act which repealed the 1928 Statute sought to integrate vocational education into the general education system. Schools of apprentices and industrial masters were founded in each provincial capital as a response to the growing demand for vocational skills in the wake of the process of industrialization: these schools later became the national vocational training centres and polytechnic institutes. Courses were offered at three levels: a two-year pre-apprenticeship (age 12+), a three-year apprenticeship and a four-year master craftsman's course (age 17+). Although the apprenticeship and master craftsman curricula envisaged a compulsory minimum of two years of alternance, its practical implementation proved problematic. The programmes were funded from the vocational training levy, significantly increased as from 1954, set contributions from the public- and private-sector popular savings banks and allocations from the budget of the Ministry of Education.

2.1.8

Meanwhile, the Ministry of Labour which had previously set up a number of establishments in collaboration with the friendly societies, for example the social graduate and the social training schools, established a network of workers' universities (Law 40/1959) providing vocational education, technical secondary education and technical engineering programmes. By 1971, there were 17 of these 'universities', attended by more than 17 000 students.

Alongside the provision of the Ministries of Education and Labour, other agencies involved in vocational training for young people and adults were the Ministry of Agriculture, the Subsecretariat of the Merchant Navy and the three branches of the armed forces. The Church and various private bodies also ran training centres which generally delivered educational programmes approved by the educational authorities.

2.1.9
The Syndical Office for Intensive Vocational Training, founded in 1957, set up a series of establishments under the auspices of the Ministry of Labour providing short-term intensive training courses for workers in very specific specialized fields, initially chiefly in the construction industry, but later extended to other sectors; 11 such training establishments were in operation by the early 1970s. In parallel with the first economic and social development plan, the Ministry of Labour launched the national plan for the vocational promotion of the workers (PPO) in April 1964 with a series of clearly job-related courses provided on a 'roving' basis, i.e. no permanent centres were established. Part of this plan was implemented in collaboration with the army (vocational promotion courses of the armed forces — PPE).

2.1.10
In the agricultural sector, the overseers' schools were the only major initiative in the field of technical and vocational training up to 1964. From this date onwards, the Ministry of Agriculture established the agricultural extension service training establishments in a campaign aimed at the provision of vocational training and further training in this sector. These efforts were later joined by private initiatives in the framework of the agricultural domestic schools and the rural domestic colleges.

2.1.11
The General Education Act of 1970 extended basic general education (EGB) to the entire population aged 6 to 14. However, since there was no financial plan for the creation of new school posts, this objective was not actually achieved until the early 1980s. The Act established a vocational training route parallel to academic secondary education (BUP) and retained the principle of first-level vocational training (FP-I) as compulsory and gratuitous for students coming up from EGB. The Decrees of March 1974 and 1976 on the regulation of vocational training set out the organization and specific legal framework of this educational sector, introduced at three levels: first-level vocational training (FP-I), age 14 to 16; second-level vocational training (FP-II), age 16 to 18 and third level vocational training (FP-III), which was not, in fact, introduced.

2.1.12
The financial side of vocational training was managed by a vocational training board which collected the 'vocational training levy' (0.8% of the payroll); approximately 70% of these funds went towards investment, equipment, personnel and training programme development. This board was abolished in 1985, when the Ministry of Employment and Social Security assumed responsibility for the collection of the levy, which meanwhile had been set at 0.7% of the payroll, 0.6% being contributed by the employers and 0.1% by the workers. The Ministry of Education and Science became responsible for the funding of regulated vocational training through the corresponding national budget.

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THE VOCATIONAL EDUCATION AND TRAINING SYSTEMS

2.1.13
A number of agencies were set up in the course of the 1970s, for example the Training Service (SAF 1973) in, later restructured as the Employment and Training Service (SEAF), which contributed to the promotion of occupational research. These services were the forerunner to the National Institute of Employment (INEM), established in 1978 and responsible for 'occupational' vocational training in Spain.

2.1.14
The application of the specific political and legal mechanisms of the period of transition(1976-82) finally eradicated the authoritarian residues of the 1970 legislation and opened up the education/training system and the 'occupational' subsystem to the new dynamics generated in various fields, particularly in the wake of the new regional structure of the State based on the diversity and existence of autonomous communities with specific characteristics and, in some cases, their own languages, but nevertheless constituting the common national cultural heritage.

2.1.15
A number of acts of legislation were passed, for example the University Reform Act (LRU,1983) and the Organic Law on the right to education (LODE, 1984). The latter repealed the Organic Law on the Statute of school establishments, regulated the simultaneous exercise of various rights and freedoms related to education and spelled out the constitutional mandate of the right to education. At the same time, the institutional framework was established to regulate the provisions on the promotion of vocational training by the educational and labour administrations with the involvement of the economic and social agents in the planning and follow-up of concrete measures in the form of action programmes. The General Vocational Training Council, established by Law 1/1986 of 7 January, a parity-based body comprising 13 representatives from the administration, employers' organizations (CEOE, Cepyme) and trade unions (UGT, CCOO, ELA-STV, CIGA) has, among others, the following competences:

- to draw up and submit to the government the national vocational training programme (linking the regulated and occupational subsystems) for its approval;
- to report on vocational qualifications and/or certificates and syllabuses, proposing levels of correspondence and, as appropriate, harmonization;
- to evaluate and monitor actions in the field of vocational training.

2.1.16
In parallel, the State Educational Council, including representatives of both sides of industry, also has competences in the vocational training field for those educational policies implemented by the MEC.

2.1.17
Moreover, at provincial level, the provincial regulated vocational training committees (established by Ministerial Decree of 21 June 1990, OJ. 22.6.1990), again composed of representatives of the administration, employers' and union associations, are responsible for the regulation of educational vocational training policies in their catchment areas, seeking to match educational/training provision and the skill requirements of the relevant provincial employment market.

2.1.18
Whereas both the State Educational Council and the General Vocational Training Council have responsibility at national level, the provincial regulated vocational training committees are to be found in the 27 provinces which do not have devolved educational competences.

2.1.19
Although autonomous communities with full educational competences may implement measures of their own to promote the participation of the social agents, measures at this level in fact tend to be fairly similar to the general provisions.

2.1.20
The Provincial 'occupational' vocational training committees, comprising representatives of the social agents, have the task of monitoring activities within the framework of the 'occupational' vocational training programme (INEM). With the exception of Catalonia (recently devolved competence in this field), these committees have been set up in each province.

2.1.21
Despite these innovations, there had been no global reform of the overall system to adapt its structure and functions to the major changes of the past 20 years, a period of accelerated change in the cultural, technological and productive environment which witnessed not only the introduction of democracy in the form of the 1978 Constitution but also Spanish accession to the European Communities.

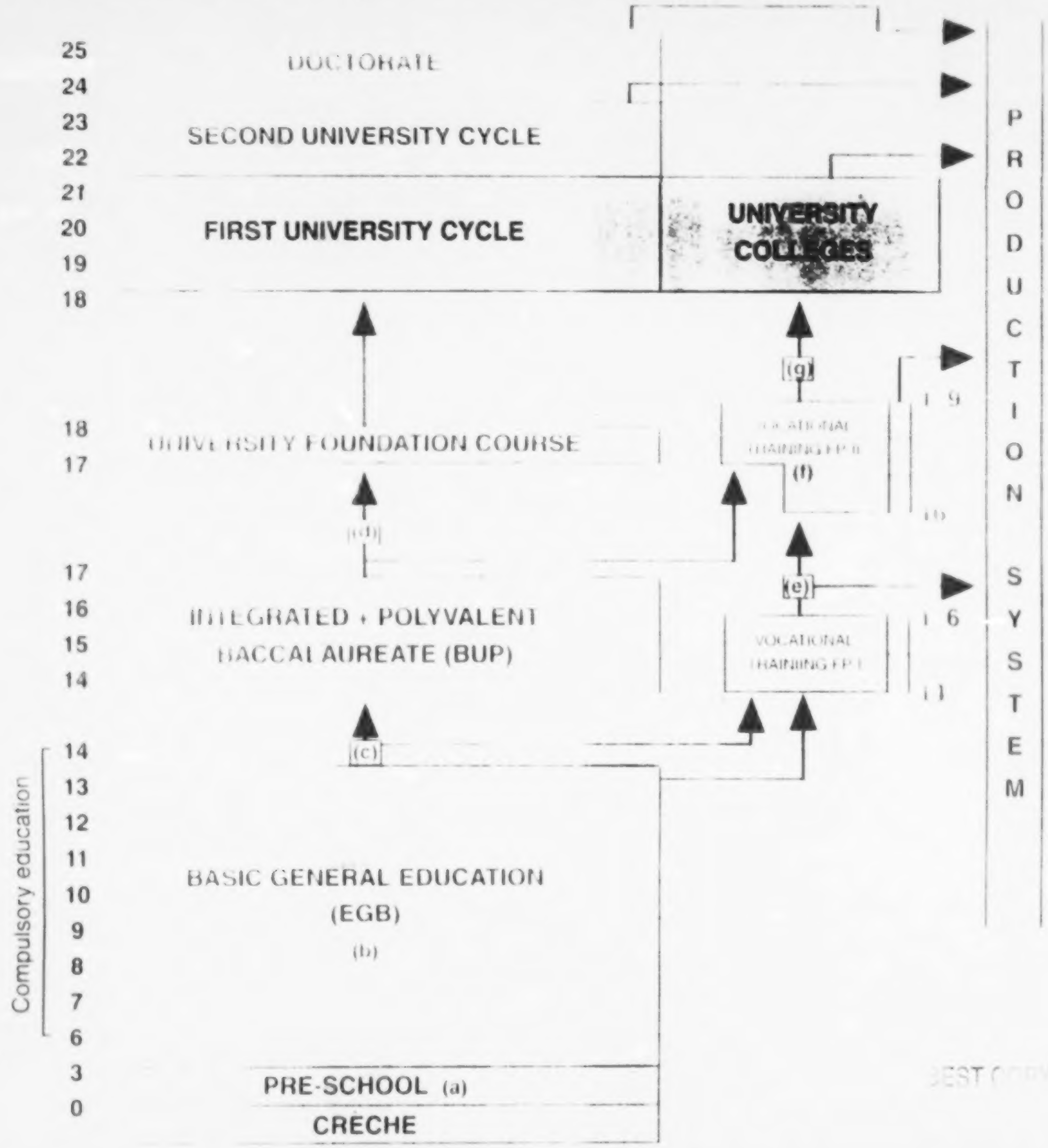
2.1.22
This period of change was accompanied by a far-reaching experimental process, followed by a phase of profound reflection within the educational/training community and society as a whole.

2.1.23
With the objective of triggering an in-depth debate, the government submitted proposals for the reform of the education/training system in the form of a discussion paper in1987, followed by a specific document on technical and vocational training in 1988. Over a period of almost two years, the public administrations, employers' and workers' organizations, occupational groups and bodies, educational/training establishments, recognized experts and practitioners, political parties, religious institutions and, fundamentally, the various sectors of the educational/training community aired their views on the initial content of these documents and the various issues they raised.

2.1.24
Following broad agreement on the essential objectives of the proposals and with wide support for the main proposals for change, the government submitted its White Paper on the reform of the education system, incorporating a substantial number of the comments made by the various sources in the form of amendments to the original proposals, in 1989.

2.1.25
The Organic Law on the general regulation of the education system (LOGSE, 1990), which provided the legal framework for the proposals, was the essential instrument of the reform process. The reform package included fundamental objectives such as the extension of compulsory and free basic education up to the age of 16, the minimum school-leaving age, and the reorganization of the education/training system with the establishment of the following cycles: preschool, primary and secondary education (consisting of compulsory secondary education, academic secondary education, (BUP), and second-level vocational training), third-level vocational training and higher education. The LOGSE which moreover guaranteed universal provision of secondary education, overhauled the vocational training system and paved the way for an upgrade in the quality of education was therefore not only an attempt to make up for the deficits of both the present and the past, but above all an attempt to provide an adequate and ambitious response to the needs of the present and the future.

Structure of the Spanish education system *(according to The General Education Act (LGE) of 1970)*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DOCTORATE
SECOND UNIVERSITY CYCLE
FIRST UNIVERSITY CYCLE
UNIVERSITY COLLEGES
(g)
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UNIVERSITY FOUNDATION COURSE
VOCATIONAL TRAINING FP II
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INTEGRATED + POLYVALENT BACCALAUREATE (BUP)
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VOCATIONAL TRAINING FP I
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Compulsory education
BASIC GENERAL EDUCATION (EGB)
(b)
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0
PRE-SCHOOL (a)
CRECHE
PRODUCTION SYSTEM

(a) A pre-school period was established (age 4 to 6) but it was neither compulsory nor gratuitous.

(b) Basic general education was established (age 6 to 14); it was compulsory and gratuitous and divided into three cycles: lower, middle and upper. The Graduate of Education Certificate was awarded at the end of the final year; students failing to reach the required standards of this cycle were awarded the Certificate of Education.

(c) Those leaving EGB could continue their studies in academic secondary education (BUP) or go on to first-level vocational training (FP-I); for Certificate of Education holders the only option was FP-I.

(d) Those leaving BUP could either opt for the university foundation course (COU) leading to higher education following the university entrance test or FP-II (via the general regime).

(e) Students who opted for FP-I were awarded the 'auxiliary technician' certificate, equivalent to the first year of BUP, and could continue academic or vocational education or enter the labour market.

(f) Access to FP-II was either direct from the first level (FP-I specialized course, three years) or via a one-year introductory course (general regime). Third-year BUP students went on to FP-II via the general regime (two years).

(g) Admission to university colleges following FP-II, (three-year diploma courses), with a reserve of 30% for newly matriculated students.

NB: In general, adult workers could take non-school examinations leading to the FP-I vocational certificate and thus go on to BUP, COU or FP-II; they could also continue EGB and BUP under the distance-learning regime.

2.2. Regulated vocational education and training (Educación y formación profesional reglada)

Introduction

2.2.1
Regulated vocational training provision in Spain currently takes the form of both continued application of first- and second-level vocational training (FP-I and FP-II) pursuant to the General Education Act (LGE) of 1970 and measures anticipating or implementing the new vocational training model envisaged by the LOGSE of 1990.

2.2.2
The network of secondary education establishments run by the various educational administrations, the former national secondary education and vocational training institutes, thus offers young students in initial vocational training the following vocational education options:

- first- and second-level vocational training, lasting two and three years respectively, the academic provisions of which are described in the monograph *Vocational training in Spain* (CEDEFOP, 1985);
- levels 2 and 3 experimental vocational modules, lasting a total of 1 100 to 1 800 hours, with areas of specific vocational training (FPE) corresponding to an occupational profile.

First- and second-level vocational training (General Education Act, 1970)

2.2.3
In general, the academic regulations of this stream divide the curriculum into three areas: a common core, applied sciences, and technology and practical studies. Since each of these areas is weighted as equivalent to one third of the overall weekly timetable, this model integrates both academic and vocational content, establishing recognition and correspondence procedures *vis-a-vis* the academic stream of secondary education (BUP). See table 'Structure of the Spanish education system according to the General Education Act (LGE) of 1970'.

2.2.4
The first level of this stream (FP-I), designed for 14- to 16-year-olds coming up from EGB, basically caters for students who do not wish to continue academic education but have not yet reached the legal minimum school-leaving age (16).

2.2.5
The second level (FP-II) is open to those coming up from FP-I or, following a recognition procedure, from the third year of BUP. Despite the rigid content and length of the two FP levels — two and three academic years respectively — making this level ill-suited to adaptation to the constant process of change in the working world in the wake of technological innovation, FP has become an initial training route in demand on the labour market.

Third-level vocational training (FP-III) failed to be regulated and has therefore not been implemented.

FP-I and FP-II offer training in over 66 occupations and 210 vocational specializations.

2.2.6
As the following tables illustrate, the numbers of those enrolled in/leaving regulated vocational training showed a significant increase in the period 1983-90.

Centres, staff, students registered, and students completing studies, in regulated vocational training

Category	**Course 1980/81**	**Course 1985/86**	**Course 1990/91**
Centres	2 142	2 248	2 230
• Public	864	1 030	1 158
• Private	1 278	1 218	1 072
Staff	36 556	49 408	66 944
• Public centres	19 653	33 220	52 125
• Private centres	16 903	16 188	14 819
Registered students	558 808	726 249	870 553
• Public centres	301 673	426 822	609 072
• Private centres	257 135	299 427	261 481
Students qualifying	115 772	156 037	201 969
• First phase FP-I	89 432	101 882	133 299
• Second phase FP-II	26 340	54 155	68 670

Source: Statistics service of the Ministry of Education and Science, 1990.

THE VOCATIONAL EDUCATION AND TRAINING SYSTEMS

Students registered in vocational training in the autonomous communities

Autonomous community	1985/86			1990/91		
	Total	**FP-I**	**FP-II**	**Total**	**FP-I**	**FP-II**
Andalusia	110 656	70 223	40 433	162 147		
Aragon	24 590	16 336	10 133	25 619	10 247	13 372
Asturias	21 829	12 370	9 459	24 189	9 191	14 998
Balearic Islands	10 789	7 469	3 320	10 973	6 144	4 829
Basque Country	55 888	31 424	24 464	49 139		
Canary Islands	27 442	17 317	10 125	38 988		
Cantabria	12 313	7 009	5 304	13 335	6 143	7 192
Castile-La Manche	24 283	14 415	9 868	28 373	15 605	12 768
Castile-Leon	51 773	29 401	22 372	52 247	22 988	29 259
Catalonia	143 201	86 723	56 478	152 832		
Estremadura	12 223	7 703	4 520	15 596	8 265	7 331
Galicia	43 398	25 462	17 936	54 690		
La Rioja	6 393	3 921	2 472	7 636	3 665	3 971
Madrid	93 398	54 317	39 081	93 226	47 545	45 681
Murcia	24 795	15 572	10 777	26 615	13 041	13 574
Navarre	11 568	10 193	1 375	11 921		
Valencia	62 079	40 799	21 280	80 648		
Ceuta and Melilla	1 722	1 158	564	1 682	807	875
Total	**738 340**	**446 332**	**292 018**	**849 850**		

Source: Ministry of Education and Science (data for certain communities and years unavailable).

Registered students at the various educational levels in the autonomous communities

Autonomous community	1985/86			1990/91		
	EGB	**BUP/COU**	**FP**	**EGB**	**BUP/COU**	**FP**
Andalusia	1 094 388	195 000	110 656	1 019 629	252 569	162 147
Aragon	145 645	38 004	24 590	121 942	42 583	25 619
Asturias	145 516	39 301	21 829	121 025	46 184	24 189
Balearic Islands	97 196	18 333	10 789	92 481	22 185	10 973
Basque Country	302 383	81 034	55 888	235 168	81 730	49 139
Canary Islands	240 097	46 825	27 442	220 885	60 200	38 988
Cantabria	72 730	16 352	12 313	64 477	20 320	13 335
Castile-La Mancha	224 212	40 077	24 283	203 104	49 122	28 373
Castile-Leon	326 671	89 207	51 773	278 947	100 170	52 247
Catalonia	840 844	186 509	143 201	695 753	214 153	152 832
Estremadura	148 429	28 104	12 223	135 120	33 468	15 590
Galicia	382 302	74 237	43 398	333 681	109 916	54 690
La Rioja	33 346	7 802	6 393	29 255	9 348	7 636
Madrid	733 317	215 455	93 398	609 510	256 619	93 226
Murcia	167 027	31 285	24 795	150 126	38 680	26 615
Navarre	67 415	17 284	11 568	56 516	18 169	11 921
Valencia	555 278	110 297	62 079	496 147	139 057	80 648
Ceuta and Melilla	17 489	3 768	1 722	17 933	3 820	1 682
Total	**5 594 285**	**1 238 874**	**738 340**	**4 881 699**	**1 498 293**	**849 850**

Source: Ministry of Education and Science.

In-company work experience: alternance training

2.2.7
One of the innovations introduced into vocational training courses is the opportunity offered to students still at school to acquire in-company work experience. Starting in 1984, following the signing of the framework agreement between the MEC, the MTSS and the CEOE, the education system and the structures of production began to collaborate more closely with a view to upgrading the training of FP students: the alternance training programme was established in this context. The initial agreements were consolidated and reinforced by the signing of the Economic and Social Agreement of 1984, Article 16 of which specifically refers to alternance training.

2.2.8
The alternance training programme implements various actions designed to promote links and the sharing of information between the education and production systems, basically in the form of (optional) in-company work experience for FP-II students and company visits related to students' studies and other promotional, information and extension activities related to the links between education and employment.

Students in the final years of FP-II spend on average 250 hours per year in work-experience schemes, recognized alongside formal establishment-based tuition. In order to implement these activities, establishments enter into agreements with local firms, draw up a training programme and define a monitoring and assessment procedure applied by tutors and instructors appointed on both sides. Up to the academic year 1990/91, students received PTA 160 per hour for transport and maintenance and participating firms were entitled to PTA 100 per hour per student towards the costs incurred by the students' work experience.

2.2.9
The following table shows the expansion of the alternance training programme from its introduction in the academic year 1983/84 to 1990/91.

The development of the vocational training programme

Course	Students	Centres	Firms	Hours
1983-84	2 364	74	242	271 842
1984-85	3 582	272	947	426 118
1985-86	10 930	311	4 378	1 529 137
1986-87	15 311	314	5 316	3 613 735
1987-88	26 097	353	8 700	4 298 492
1988-89	27 913	417	10 603	6 258 361
1989-90	28 130	478	12 221	7 015 506
1990-91	27 953	510	12 822	6 345 284

Source: Ministry of Education and Science.

THE VOCATIONAL EDUCATION AND TRAINING SYSTEMS

Experimental vocational modules

2.2.10
Implementation of the so-called vocational modules began in 1988 as part of the initial experimental and educational innovation work to be concluded with the elaboration of the LOGSE. The vocational module system is a specific vocational training structure of two short cycles (1 100 to 1 800 hours) to facilitate the skilling of young people and the reskilling of workers.

2.2.11
A vocational module is a structured set of competences, aptitudes and skills oriented towards the exercise of an occupation. This type of educational provision is structured into areas of content which normally include both theory and practice and generally involve academic periods of yearly cycles. The vocational modules are adapted to the various skill levels to be found in the working world and award as a minimum the qualifications envisaged by the EC in the context of the Decision of the Council of Ministers of 16 July 1985 (85/368/EEC) and the five levels of qualification listed in the Annex to this Decision.

2.2.12
An occupational family is a cluster of occupations defined according to criteria of educational affinity. A range of occupations with a common core of knowledge and skills likely to form an initial vocational training bloc are grouped together into an occupational family. This means that the vocational modules of a given family have approximately the same content in terms of basic training and thus a similiar educational/training route prior to access to the module.

2.2.13
A basic document is drawn up for each vocational module in the form of a ministerial decree published in the Official Journal indicating the occupational field, a description of the occupational profile, length of training, the fields imparted in the educational/training establishment and their duration, the general objectives and subject areas of each field, the objectives of training in production centres and admission requirements.

2.2.14
An important feature of the regulation of the vocational modules is that they all include a phase of training in firms or production centres in order to link up the training process with the working world and promote, among others, the transition from the education/training system to working life; the modules are furthermore designed to familiarize students with the latest installations, production technologies, the real working environment, etc. Those leaving the courses will therefore have received better training, which facilitates their integration into working life.

2.2.15
To achieve these objectives, participation of the social agents is envisaged throughout the entire training process, from the design phase, through collaboration in the definition of occupational profiles, to participation in the planning and implementation stages, facilitation of access to training phases, etc.

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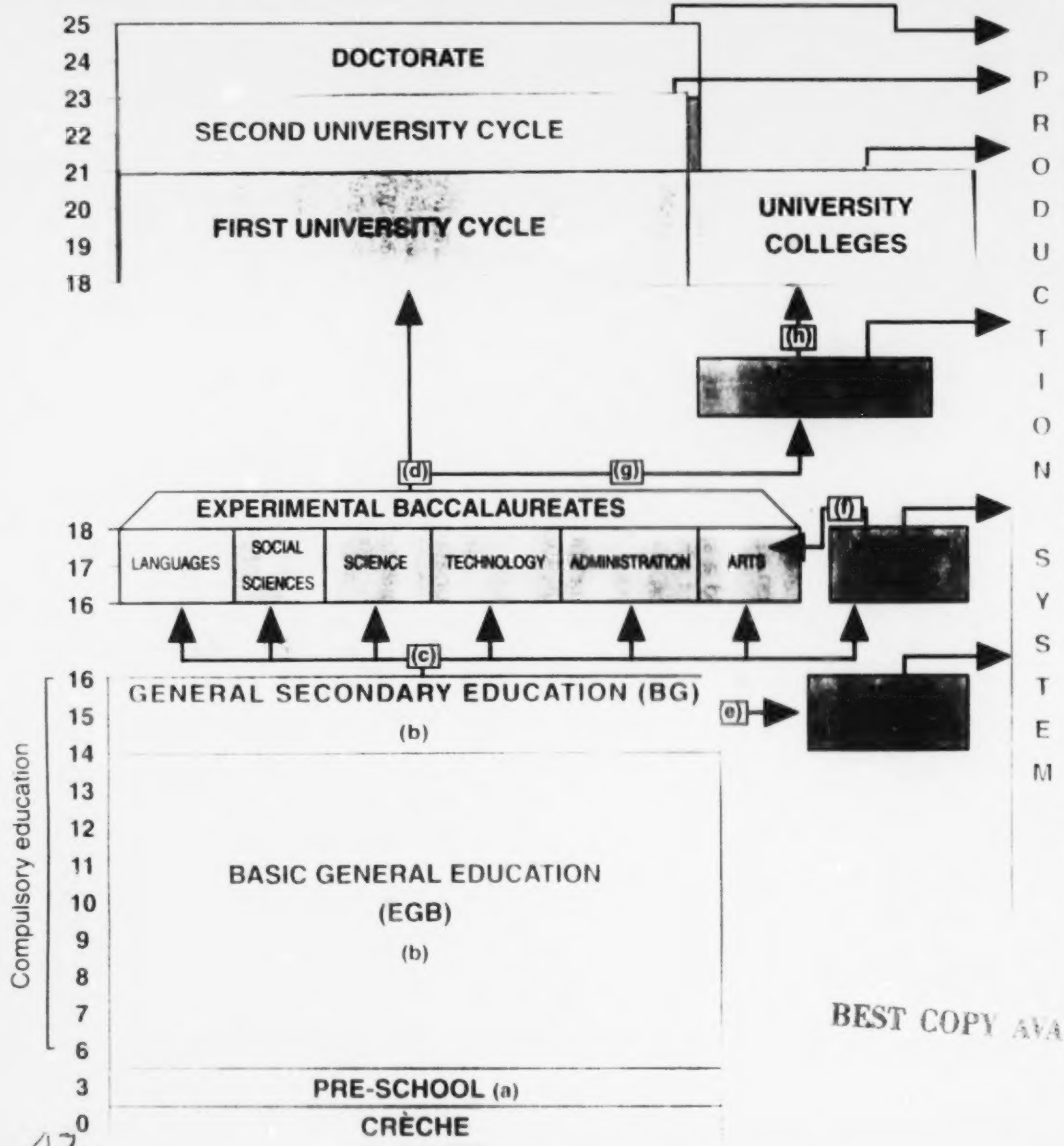
The Spanish education system *(during the experimental phase 1984-89)*



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EXPERIMENTAL BACCALAUREATES
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GENERAL SECONDARY EDUCATION (BG)
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BASIC GENERAL EDUCATION (EGB)
(b)
PRE-SCHOOL (a)
CRÈCHE
Compulsory education
PRODUCTION SYSTEM

(a) A pre-school period was established (age 4 to 6) but it was neither compulsory nor gratuitous.

(b) Basic general education (age 6 to 14) was maintained, followed by general secondary education (age 14-16) which was comprehensive and included basic vocational education as a means of orientation for future studies.

(c) Those leaving general secondary education (BG) with the corresponding certificate could choose between experimental secondary education (with its six streams: languages, social sciences, science, technology, administration and the arts) or level 2 FP modules.

(d) Those leaving upper-secondary education could take the university entrance test and go on to higher education or go on to level 3 FP modules.

(e) BG students provisionally went on to the third year of BUP, linking up with the academic regulations of the General Education Act of 1970. The pilot 'social guarantee' programmes began in collaboration with local administrations.

(f) Those leaving level 2 vocational modules had to take secondary education subjects if they wished to go on to level 3 modules.

(g) Direct access to level 3 vocational modules for those coming from secondary education in cases of corresponding specialized fields.

(h) Those leaving level 3 vocational modules could go on to university colleges (three-year university cycles) with a reserve of 30% for newly matriculated students.

NB: In general, adult workers failing to meet the academic entrance requirements for levels 2 and 3 vocational modules could take entrance tests (17 + for level 2, 20 + for level 3) for admission to these courses under the formal tuition regime.

THE VOCATIONAL EDUCATION AND TRAINING SYSTEMS

Access to the vocational modules

2.2.16
Access to the vocational modules, designed as pilot programmes for the new form of vocational training, is offered as a priority to students who have either completed the first cycle of experimental general secondary education (BG), regulated by Ministerial Decree of 30 September 1983, for level 2 modules, or any experimental secondary education stream, regulated by Ministerial Decree of 21 October 1986, for level 3 modules. The table on the previous page shows the education system during this experimental phase (1984-89).

2.2.17
However, in order to open up these new courses to other clients and to increase the potential numbers of students going through this route, direct access is offered to those in a position to follow the course in parallel with students of experimental studies on the basis of their previous education/training, i.e. those coming up from FP-I or FP-II.

2.2.18
An alternative route of access to a vocational module course is to take the corresponding entrance test. The entrance test for level 2 courses may be taken by any person aged 17+; the requirements for the level 3 examination are age 20+ and/or to have completed the university foundation course, a specialist technician course or any experimental secondary education stream. The entrance test evaluates the candidates' competences, knowledge and effective maturity for the course in question.

It has two parts — a general and a specific section. The former assesses the maturity and ability of the student while the latter covers the technical content of the specific module in question.

2.2.19
Each of the basic documents sets out the possible routes of access, generally extended to students leaving BUP, COU or any FP stream.

2.2.20
The reason for the priority access mentioned above is that students coming up from experimental secondary education have studied subjects related to an occupational field (this constitutes so-called basic vocational training) which can be built upon by specific vocational training, imparted in the vocational module emerging as a function of these contents.

2.2.21
The following tables illustrate the most significant data on the present status of specific vocational training following the pilot programmes of the recent years.

Students/centres/teachers involved in the experimental vocational modules

Year	Number of students		Total	Number of centres	Number of teachers
	Module 2	Module 3			
1987-88	—	252	252	20	110
1988-89	261	612	873	33	336
1989-90	737	1 054	1 791	55	633
1990-91	1 351	2 544	3 895	92	1 050
1991-92	2 601	5 392	7 993	143	1 820

For the years 1990/91 and 1991/92, the figures are split up by province for the area managed by the MEC.

Province	Number of students for 1990/91			Number of students for 1991/92		
	Module 2	Module 3	Total	Module 2	Module 3	Total
Albacete	99	142	241	191	166	357
Asturias	165	292	457	336	505	841
Badajoz	85	52	137	102	73	175
Balearic Islands	73	71	144	187	231	418
Burgos	7	17	24		60	60
Caceres	22	16	38	113	66	179
Cantabria		88	88		209	209
Ceuta	19		19	50	25	75
Cuidad Real	55	24	79	41	40	81
Guadalajara		18	18	20	27	47
Huesca		40	40	39	89	128
Leon	75	104	179	90	155	245
Madrid	343	1 309	1 652	589	3 105	3 694
Murcia	25	80	105	54	118	172
Palencia	45	16	61	119	49	168
Salamanca	69	55	124	113	41	154
Segovia	36		36	126	58	184
Soria	66	18	84	95	17	112
Teruel	50	27	77	64	27	91
Toledo				20		20
Valladolid	44		44	57	79	136
Zamora	73	157	230	195	215	410
Total	**1 351**	**2 544**	**3 895**	**2 601**	**5 392**	**7 993**

NB: The provinces correspond to the regions under Objective 1:
Asturias, Estremadura, Castile-La Mancha, Castile-Leon, Murcia, Ceuta and Melilla.

THE VOCATIONAL EDUCATION AND TRAINING SYSTEMS

Certificates

2.2.22
Successful completion of a vocational module leads to the auxiliary technician certificate at level 2 and the specialized technician certificate at level 3.

Successful completion of a vocational module leads to the specialized technician certificate at level 3. The specific certificates are laid down by Ministerial Decree.

Access to higher education

2.2.23
Just as in FP-II, direct access to university colleges with similar content is possible; 30% of the places offered via this route are reserved for newly matriculated students. Students awarded the specialized technician certificate having completed a vocational module are eligible for admission to the appropriate colleges as a function of the corresponding module.

2.3. The Law on the general regulation of the education system (LOGSE.1990)

Introduction

2.3.1
Organic Law 1/1990 on the general regulation of the education system (LOGSE), which sets out the structure of the new Spanish education/training system, was enacted on 3 October 1990.

2.3.2
The new legislation established the following educational/training structures:
General education system:

- Pre-school education: 0 to 3 and 3 to 6 years
- Primary education: 6 to 12 years
- Compulsory secondary education: 12 to 16 years (including basic vocational training in technological education)
- Academic secondary education ('Bachillerato')

2.3.3
At least four secondary education streams are envisaged:

- Arts
- Natural and human sciences
- Humanities and social sciences
- Technology.

These secondary education streams shall also include a basic vocational training course implemented in the form of options and/or units.

Vocational training

2.3.4
Vocational training shall be divided into two levels:

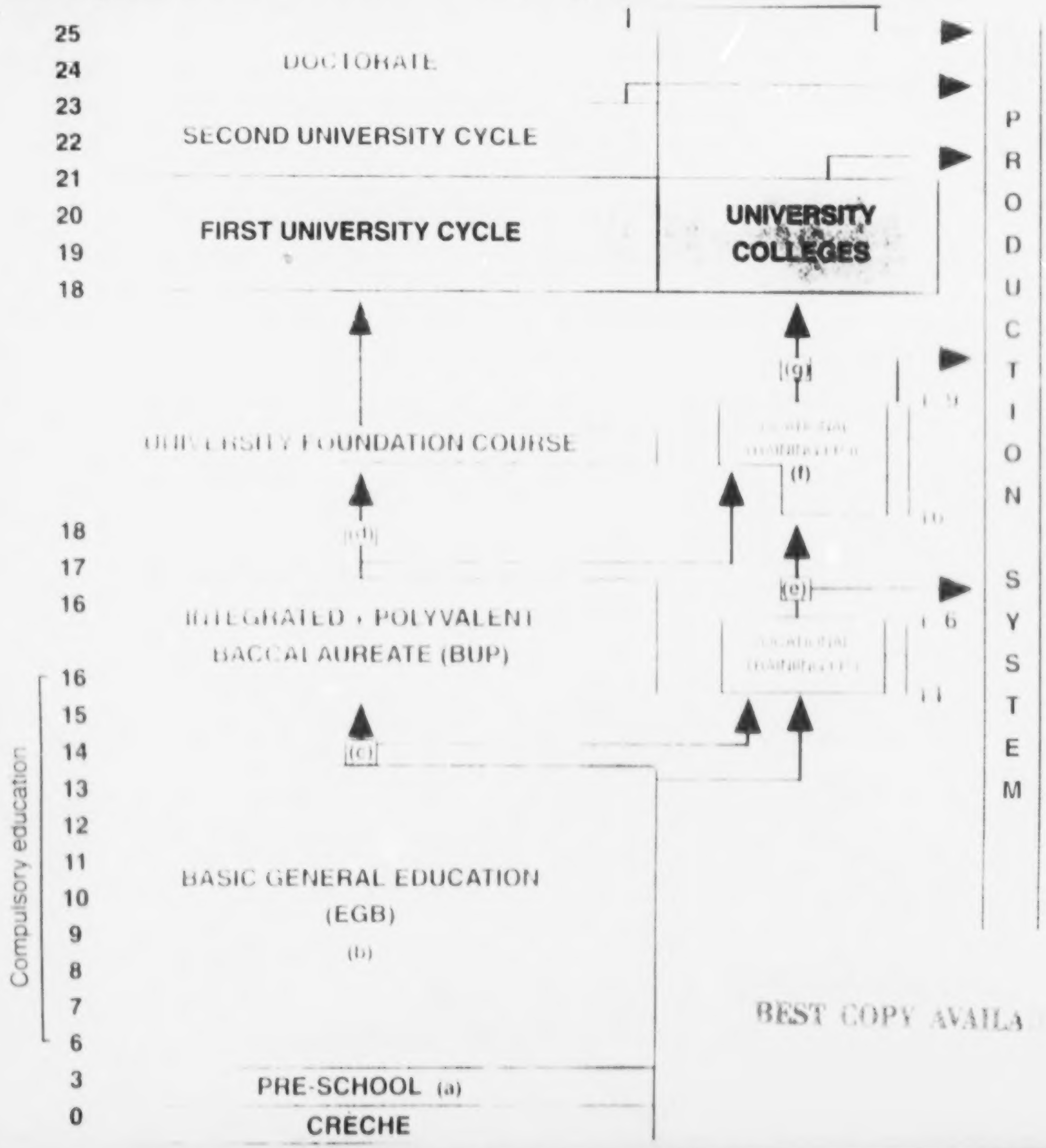
- Intermediate level (level 2): following completion of compulsory secondary education and the corresponding certificate or, alternatively, by means of an entrance examination; this cycle falls under secondary education.

- Higher level (level 3): following completion of academic secondary education and the corresponding certificate, (certain Bachillerato subjects may be compulsory, depending on the stream chosen) or by means of an admission examination for those aged 20+.

Students completing the intermediate level are awarded the technician certificate.

Those leaving the higher level receive the higher technician certificate (higher non-university vocational training).

The Spanish education system (LOGSE, 1990)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DOCTORATE
SECOND UNIVERSITY CYCLE
FIRST UNIVERSITY CYCLE
UNIVERSITY COLLEGES
(g)
(f)
UNIVERSITY FOUNDATION COURSE
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17
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(d)
(e)
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INTEGRATED + POLYVALENT BACCALAUREATE (BUP)
16
15
14
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12
11
10
9
8
7
6
3
0
(c)
Compulsory education
BASIC GENERAL EDUCATION (EGB)
(b)
PRE-SCHOOL (a)
CRÈCHE
PRODUCTION SYSTEM

(a) Pre-school (age 0 to 3) and nursery (age 3 to 6) education are established but they are neither compulsory nor gratuitous.

(b) A period of compulsory primary education (age 6 to 12) is established, followed by compulsory secondary education (12 to 16). This is comprehensive-type education including measures such as options and curricular diversity seeking to adapt the system to young people's needs.

(c) The first academic certificate is awarded at the end of compulsory secondary education (graduate of compulsory secondary education). Students holding this certificate may opt for either academic secondary education (with its four modalities: social sciences, science, technology and the arts) or the intermediate-level training cycles.

(d) Those leaving academic secondary education may sit the university entrance test or go on to the higher-level training cycles.

(e) Students failing to meet the standards of compulsory secondary education may go on to 'social guarantee' vocational training which involves job-oriented programmes and prepares students for the transition to working life.

(f) Those leaving the intermediate-level training cycles must take academic secondary education subjects if they wish to go on to higher-level training cycles.

(g) Direct access to higher-level training cycles for those coming from academic secondary education in cases of corresponding specialized fields.

(h) Those leaving higher-level training cycles may go on to university colleges (three-year university cycles) with a reserve of 30% for newly matriculated students.

NB: In general, adult workers failing to meet the academic entrance requirements for the intermediate-level training cycles may take entrance tests (age 17+ for intermediate-level, age 20+ for higher-level training cycles) for admission to these courses under the distance-learning regime.

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2.3.5

Point 3 of the fourth additional provision of the LOGSE lays down that 'the present auxiliary technician certificate shall have the same academic weight as the certificate of graduate of secondary education and shall have the same vocational weight as the new technician certificate in the corresponding occupation'. Point 4 of its fourth additional provision stipulates that 'the present specialized technician certificate shall have the same academic and vocational weight as the new higher technician certificate in the corresponding specialized field'.

2.3.6

Vocational training content is imparted in two major areas:

A — Basic vocational training

Given the growing importance of technology in the development of modern society, the LOGSE recognizes the need to take account of the technological sphere within secondary education by providing a course in basic vocational training at the levels of both compulsory and academic secondary education.

Basic vocational training aims at equipping youngsters with a variety of knowledge, aptitudes, skills and basic competences in a cross-section of disciplines, thus opening up a broad spectrum of occupations or the opportunity for subsequent specialized studies. Along with careers guidance, it facilitates vocational choice by offering students a better insight into occupational activities and the corresponding skills and aptitudes.

B — Specific vocational training

The objective of specific vocational training is to familiarize students with the skills, knowledge and competences necessary for the exercise of an occupation, taking account of the fact that an occupation comprises different jobs of a similar character.

Plan of reform or implementation envisaged by the LOGSE

2.3.7

The implementation of the new FP model envisaged by the LOGSE required the elaboration of a plan of reform for this level (submitted in January 1992) which covers: the updating of training content to meet the skill needs of the productive sector (establishment of a **Directory of vocational certificates**), the necessary match between provision and the needs of the local/provincial job market, updating training for teaching staff who have the task of implementing the new curricula, etc.

2.3.8

The abovementioned plan of reform envisages a **new model of 'professionalism'**, based on the definition of the skills related to the configuration of an occupational profile, thus extending beyond the concept of an occupation linked to a workplace. The new concept of training is expressed in terms of occupational skills and competences, the aim being to equip trainees with the necessary multidisciplinary skills to perform various jobs clustered within an occupational field. In summary, the elaboration and definition of a vocational certificate remains subject to the definition of an occupational profile, specified in terms of skilling and, in turn, in the standard of occupational skills and competences in which the trainee should be proficient by the end of the training process. This leads to the elaboration of a directory of vocational certificates.

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2.3.9
The directory provides an analysis of over 20 specific **occupational families**, differentiating over 300 distinct occupational profiles. It marks the first major breakthrough in Spain towards the structuring of the occupational category environment, thus bringing Spain closer to the rest of Europe in terms of research in the field of vocational skills.

The 'Directory of vocational certificates', drawn up on the basis of a methodology in line with that used in other EC Member States (CEREQ, France; ISFOL, Italy; NCVQ, United Kingdom; BIBB, Germany) has its logical corollary in the comparability of these certificates within the European Community in the context of the work of CEDEFOP, in conjunction with the Commission, on the correspondence of vocational qualifications.

2.3.10
The methodology adopted thus presents a number of new and successful elements:

- The working parties on each occupational family include experts from the world of work whose task to identify and define occupational profiles and adjust them to the current requirements and the immediate-future requirements of the centres of production.
- The methodology incorporates a new training design which translates the requirements of each occupational profile into educational and/or training requirements for the acquisition of the qualification in question, thus identifying training content.
- The methodology, moreover, envisages proposals on the adaptation of training content to the production environment in question, thus gradually matching the real needs of the local and regional labour markets and promoting the strategic development of the sectors established in the different geographical areas.
- Finally, the 'Directory of vocational certificates' is to be revised and updated on an ongoing basis, at least every five years, to take account of both technological and societal changes and to prevent training systems from becoming rigid or obsolete.

2.3.11
The plan of FP reform envisages **the analysis of curricular elements** (content, methodology, etc.) for the establishment of equivalence, correspondence and, as appropriate, harmonization between the new model of regulated vocational training and 'occupational' vocational training. This constitutes an interesting contribution to the administrations responsible for both types of training which collaborate within the framework of the General Vocational Training Council with a view to the elaboration of a national vocational training plan by promoting various initiatives.

2.3.12

The participation of the social agents is fostered and promoted both in the identification of occupational profiles and the elaboration of sectoral studies, as mentioned above, and in the delivery of specific vocational training in the form of collaboration in the implementation and development of 'concerted training', i.e. the provision of on-the-job training as part of students' courses. This measure is designed to upgrade young people's skills and adapt them to the real working environment. The social agents also participate in the determination of the specifics of vocational training and the adoption of vocational certificates by the General Vocational Training Council.

2.3.13

Thanks to this model, moreover, the educational administrations of the autonomous communities with full competence in the field of education may also contribute to the design of the content of a given vocational certificate, thus ensuring optimal adaptation to the characteristics of the specific productive environment.

2.3.14

The model for the reform of vocational training structures was developed on the basis of pilot schemes implemented by both the Ministry of Education and Science and the autonomous communities. These exploratory activities served not only to validate the reform model with a sufficient degree of experience, but also to initiate the reform process, which was urgent on both social and academic grounds, without delay.

2.3.15

The principal **measures implemented in anticipation** of the reform are as follows:

- With reference to the introduction of basic vocational training into the common core of secondary education, both general secondary education (equivalent to the third and fourth years of compulsory secondary education) and the different streams of 'experimental secondary education (equivalent to the future first and second years of the Bachillerato envisaged by the LOGSE) include in their respective curricula technological subjects and vocational training content which in actual fact constitute the foundations of basic vocational training within secondary education. Thus all students attending the so-called 'reform establishments' have benefited in advance from the key objective of the reform, i.e. the introduction of a uniform basic vocational training system.

  As an extension of this measure, following the adoption of the LOGSE, the Ministry of Education and Science is preparing a timetable for the application of the LOGSE in advance of the FP reform. In the course of the current academic year (1991/92), some 200 establishments in the MEC sector, including the 'reform establishments', are, in fact, anticipating the reform schedule stipulated by the corresponding Royal Decree (40% of these establishments are the present vocational training institutes).

  These establishments are currently introducing general secondary education (and from the coming academic year, the equivalent third and fourth years of compulsory secondary education), i.e. they are anticipating the compulsory schooling of the 14 to 16 age-bracket. At the same time, the vocational training institutes are gradually phasing out the present first-level vocational training. The MEC's objective is the general introduction of compulsory secondary education in the vocational training institutes within three years.

- With reference to the need to update the content of vocational training provision, alongside the curricular design of basic vocational training subjects and 'experimental secondary education', discussed earlier, in 1988 the MEC began to develop the 'vocational modules' (discussed in detail above), establishing the content of intermediate- and higher-level specific vocational training (levels 2 and 3).

  The process leading to the development of these modules took account of both the main skill needs of the system of production and the contributions and counter-proposals of the social agents. This experimental process designed to update educational content has led to the establishment of a systematic methodology which is to provide the core for the new 'Directory of vocational certificates'.

  An adequate sample of approved vocational modules (approximately 57) is currently available to cater for specific vocational training provision needs (pilot measures) until the completion of the directory (see the table below).

- As a consequence of the pilot measures discussed in point (a) above, the general introduction of specific vocational training is also to be gradually anticipated.

Vocational modules, in alphabetical order, with the dates of the Ministerial Order by which they were adopted

Level	Name	MO	OJ
2	Administrative and management assistant	5.12.88	20.12.88
2	Bodywork	21.3.91	27.3.91
2	Building coverings	15.2.90	23.2.90
2	Carpentry and furniture	31.7.91	30.8.91
2	Catering	31.7.91	30.8.91
2	Concrete	31.7.91	30.8.91
2	Construction finishings	31.7.91	30.8.91
2	Domestic trade assistant	5.12.88	20.12.88
2	Electrical installer/maintenance worker	15.2.90	23.2.90
2	Facial beauty care	5.12.88	20.12.88
2	Fruit growing	21.3.91	27.3.91
2	Gardener/plant producer	5.12.88	20.12.88
2	Garden landscaping and maintenance	21.3.91	27.3.91
2	Hairdressing	21.3.91	27.3.91
2	Horticulture	5.12.88	20.12.88
2	Industrial dressmaking	31.7.91	30.8.91
2	Installation/maintenance of hot and cold systems	31.7.91	30.8.91
2	Laboratory assistant	15.2.90	23.2.90
2	Livestock farming	21.3.91	27.3.91
2	Machine tool operator	15.2.90	23.2.90
2	Masonry	31.7.91	30.8.91
2	Nursing assistant	5.12.88	20.12.88
2	On-line maintenance	5.12.88	20.12.88
2	Photomechanic reproduction	31.7.91	30.8.91
2	Photo-typesetting	31.7.91	30.8.91
2	Phytopathology	21.3.91	27.3.91
2	Pottery and ceramics	31.7.91	30.8.91
2	Wood mechanics	21.3.91	27.3.91
3	Audiovisual production and operation	31.7.91	30.8.91
3	Automatic and programmable systems	8.2.88	12.2.88
3	Auxiliary thermal process installations	15.2.90	23.2.90
3	Business administration	8.2.88	12.2.88
3	Chemical textile processes	21.3.91	27.3.91
3	Consumer advisory services	15.2.90	23.2.90
3	Environmental health	8.2.88	12.2.88
3	Food industry	21.3.91	27.3.91
3	Foreign trade	5.12.88	20.12.88
3	Forestry management and nature conservation	31.7.91	30.8.91
3	Fruit and vegetable growing	5.12.88	20.12.88
3	Industrial drawing/design	31.7.91	30.8.91
3	Infant educator	5.12.88	20.12.88
3	Librarianship, archives and documentation	8.2.88	12.2.88
3	Machine and automatic systems maintenance	8.2.88	12.2.88
3	Management programmer	8.2.88	12.2.88
3	Marine cultivation	31.7.91	30.8.91
3	Mechanical construction	8.2.88	12.2.88
3	Multilingual executive secretary	21.3.91	27.3.91
3	Pathological/cytological anatomy	31.7.91	30.8.91
3	Physical and sports activities	15.2.90	23.2.90
3	Reception	8.2.88	12.2.88
3	Service and auxiliary installations maintenance	8.2.88	12.2.88
3	Sociocultural activities	5.12.88	20.12.88
3	Sound and image operations	15.2.90	23.2.90
3	Spinning and weaving	21.3.91	27.3.91
3	Technical radio/TV maintenance and operation	15.2.90	23.2.90
3	Vehicle engineering	15.2.90	23.2.90
3	Welded construction	21.3.91	27.3.91

2.3.16

Two basic conditions must be fulfilled in the context of this anticipatory process: the definition of the new chart of school-based vocational training provision (to be drawn up, in terms of occupational families, during the academic year 1991/92) and the elaboration of the new 'Directory of vocational certificates' (to be adopted at the end of 1993).

2.3.17

The higher-level educational cycles are not to be launched across the board until the introduction of the new 16+ secondary education or Bachillerato stream. However, the pilot courses (a genuine form of non-university higher education) are to be continued in the 'reform establishments', throughout the academic year 1991/92 along the lines already applied in Madrid, i.e. the provision of 1 500 level 3 vocational module places for students who have completed the university foundation course (COU), including the appropriate basic vocational training students have not been able to follow (since they are not included in the present BUP or COU curricula).

Timetable for the vocational training reform process

Year	FPB[1] in secondary education	Intermediate level FP	Higher level FP	Renewal of FP content
1988-89	104 reform centres	14 centres	23 centres	7 modules, level 2 13 modules, level 3
1989-90	100 reform centres	34 centres	36 centres	11 modules, level 2 19 modules, level 3
1990-91	100 centres anticipating the reforms	49 centres	74 centres	27 modules, level 2 30 modules, level 3
1991-92	200 centres anticipating the reforms (40% IFP[2])	76 centres	82 centres	27 modules, level 2 30 modules, level 3
1992-93	300 centres anticipating the reforms (60% IFP[2])	100 centres	90 centres (estimate)	Approval of the 'Directory of vocational certificates'
1993-94	400 centres anticipating the reforms (80% IFP[2])	200 centres	95 centres (estimate)	Approval of the 'Directory of vocational certificates'
1994-95	500 centres anticipating the reforms (100% IFP[2])	300 centres	100 centres	
1995-96	General introduction of third-year compulsory secondary education	400 centres	200 centres	
1996-97	General introduction of fourth-year compulsory secondary education	500 centres	300 centres	
1997-98		General introduction	400 centres	
1998-99			500 centres	
1999-2000			General introduction	

[1] Basic vocational training.

[2] Vocational training institutes.

Source: Ministry of Education and Science.

2.4. Occupational training (Formación ocupacional)

Introduction

2.4.1
The current process of change within the system of production, the introduction of new technologies and changes in work organization directly impact upon the structure, position, contents, etc. of occupations.

2.4.2
Occupational training seeks to provide adequate vocational training with the following three objectives:
(i) to facilitate integration into the world of work;
(ii) to impart vocational retraining;
(iii) to provide workers with a higher degree of specialization.

2.4.3
This concept follows on from Article 40.1/2 of the Spanish Constitution which entrusts the public authorities with the implementation of a 'policy oriented towards full employment', alongside the promotion of a 'policy guaranteeing vocational training and retraining', a principle also laid down in the Workers' Statute and the Basic Employment Act. This Act is, in fact, particularly relevant in the context of the present report: it spells out the design and target group of occupational training and sets INEM the task of drawing up an annual gratuitous programme, with an indication of its objectives and target groups, along with the specification of objectives for job-seekers registered at the job centres and the possibility of collaboration with other institutions and bodies to achieve these objectives. Article 14 of the Basic Employment Act reads:

> **'Occupational vocational training programme**
>
> In relation to programmes promoting employment, INEM shall establish an annual gratuitous occupational vocational training programme to ensure adequate vocational training of those who may go on to enter the labour process or those already in employment, wishing to retrain or upgrade their vocational skills.
>
> In collaboration with specialized institutions or agencies, INEM may establish specific programmes to facilitate the guidance, training and placement of persons faced with specific difficulties in finding employment.
>
> Workers registered with the job centres as job-seekers shall be given preference in participation in INEM vocational training activities and assisted migratory movements.
>
> The various initial, further and retraining programmes and actions shall be implemented in INEM centres and duly authorized collaborating centres.'

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2.4.4
The INEM Directorate-General for Occupational Training is responsible for these activities: the subdirectorate includes the Occupational Training Unit with the following infrastructure:

- training of trainers department;
- department responsible for matching training provision with training needs;
- vocational guidance department;
- directorate for new technologies programmes.

2.4.5
Occupational training has a number of specific characteristics distinct from those of regulated education/training, for example the forecasting and diagnosis of training needs, programming, the elaboration of didactic methods, its general training methods, didactic techniques, and evaluation system. This type of training also calls for a different type of teacher, trained to carry out these functions.

2.4.6
The target groups of occupational training are as follows:

- clients currently at any level or stage of the official education/training system — EGB, BUP, COU, higher education, FP-I, FP-II — wishing to train for employment or upgrade their skills as a function of the demands of the working world;

- clients who have already left the official education/training system for whom participation in an occupational training course in accordance with their abilities may offer the only prospect of labour-market integration;

- persons out of work in need of upgrading, retraining or further training;

- clients whose jobs are affected by technological change and are therefore forced to seek alternative fields of activity, either with their current or an alternative employer.

2.4.7
As these situations illustrate, any worker or any person of working age may receive occupational training.

The national vocational training and insertion plan (FIP plan)

2.4.8
The national vocational training and insertion plan was adopted by the Cabinet on 30 April 1985 as an instrument to coordinate occupational training. The various occupational vocational training programmes (target groups, assistance, etc.) and vocational insertion schemes for specific occupational groups have since been updated on a regular basis. The purpose of this plan is to match vocational training with the needs of the firms and the workforce, to dovetail vocational training actions with measures designed to promote employment, to extend and update initial and upgrading training, especially for groups with major insertion difficulties, to retrain workers faced with the problem of skills obsolescence as a result of productive and technological change and to promote

the continuing training of workers in employment. Since 1985, the plan has been updated annually to take account of changes on the labour market and to upgrade the management and quality of occupational vocational training provision.

The national vocational training and insertion plan is to acquire permanent status and be regulated by Royal Decree.

2.4.9
The following programmes are implemented within the framework of the national vocational training and insertion plan:

- Occupational vocational training programmes for young people and the long-term unemployed.
- Alternance training programmes for unemployed participants in occupational vocational training courses aged under 25.
- Second-chance schemes for young people who have not completed EGB or FP-I, alternance courses for FP-II students, experimental vocational modules and university education and training for young people engaged in military service.
- Occupational vocational training programmes in rural areas.
- Occupational vocational training programmes in sectors or firms in the process of restructuring and for employed and self-employed workers.
- Occupational vocational training programmes for women returners, providing training in atypical fields or facilitating the vocational reintegration of women with families or specific placement difficulties.
- Occupational vocational training programmes for students participating in joint programmes with training agencies from other EC Member States.
- Occupational vocational training programmes for the disabled, emigrants, immigrants, members of cooperatives and workers' friendly societies and other client groups not covered by the above programmes.

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2.4.10

The following tables provide statistics on the numbers of participants in national vocational training and insertion plan courses.

Students in the various phases of the FIP plan, 1985-90

Students	**1985**	**1986**	**1987**	**1988**	**1989**	**1990**
Entering	106 472	283 684	354 587	362 407	333 709	333 727
Leaving[1]	59 370	168 325	288 884	349 229	283 246	286 386
Drop-outs[2]	17 053	51 829	41 534	50 269	44 466	41 833
In training[3]	49 703	113 233	137 222	100 131	106 128	111 636

[1] Number of students successfully completing the course.

[2] Students dropping out of the courses for various reasons: those who give up the course, find a job, fail to meet the required standards, etc.

[3] As at 31 December of each year.

Source: Ministry of Employment and Social Security.

Students successfully completing training according to gender and age, 1985-90 (percentage distribution)

Gender and age	**1985**	**1986**	**1987**	**1988**	**1989**	**1990**
Gender						
Men	65.6	56.9	52.0	49.0	49.5	49.4
Women	34.4	43.1	48.0	51.0	50.5	50.6
Age						
< 25	53.7	56.4	55.2	54.3	50.3	48.2
> 25	46.3	43.6	44.8	45.7	49.7	51.8

. . . according to their employment situation

Employment situation	**1985**	**1986**	**1987**	**1988**	**1989**	**1990**
Unemployed	60.6	75.5	73.1	74.3	71.1	68.4
— No previous employment	56.4	59.1	69.5	69.8	65.7	60.6
— Previously employed	43.6	40.9	30.5	30.2	34.3	39.4
* benefit recipient	33.0	21.1	18.8	17.5	21.8	26.4
* non-benefit recipient	67.0	78.9	81.2	82.5	78.2	73.6
Employed	39.4	24.5	26.9	25.7	28.9	31.6
— Permanent employment	46.2	57.6	59.3	65.3	60.0	59.3
— Non-permanent employment	5.1	3.9	0.7	0.9	1.0	1.0
— Temporary contract	13.6	16.8	19.8	18.6	21.8	24.3
— Job situation in the course of regulation	3.0	1.9	6.4	3.6	1.7	0.7
— Others	32.1	19.9	13.8	11.6	15.5	14.7
Total	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**

. . . according to educational level

Educational level	**1985**	**1986**	**1987**	**1988**	**1989**	**1990**
No education	1.1	0.4	0.7	0.5	0.2	0.3
Primary education	26.5	12.2	6.9	5.9	6.5	6.5
Certificate of Education	7.9	12.8	8.4	9.1	11.0	10.5
EGB	27.1	32.5	33.0	32.8	30.5	30.7
BUP/COU	14.4	16.0	18.9	19.5	18.2	18.1
FP-I	9.4	10.3	10.8	10.3	11.3	11.7
FP-II	7.1	6.5	8.0	8.1	8.7	9.1
Middle certificate	4.3	6.2	8.3	8.3	7.8	7.4
Higher certificate	2.2	3.2	5.1	5.5	5.8	5.7
Total	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**

Source: Ministry of Employment and Social Security.

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Students successfully completing training according to occupational family, 1985-90 (percentage distribution)

Occupational families	1985	1986	1987	1988	1989	1990
Administrative and clerical work	9.5	10.1	9.3	7.4	7.2	10.7
Agri-food industries	1.1	1.7	0.9	1.1	1.2	1.3
Agricultural machinery	4.0	2.3	1.3	0.9	0.9	0.8
Air-conditioning	0.6	0.3	0.2	0.2	0.2	0.4
Aquaculture and fisheries	0.1	0.3	0.1	0.3	0.8	0.3
Beauty care	3.7	2.7	2.8	3.7	2.5	1.6
Chemical industries	1.0	0.5	0.7	0.8	0.8	1.0
Communications	—	0.4	0.9	1.4	2.4	2.7
Computers	7.4	13.0	16.0	15.5	10.5	10.3
Construction	5.6	5.7	3.7	3.5	3.9	4.8
Crafts	1.5	3.0	2.9	3.2	3.2	1.8
Drawing and design	1.4	1.0	0.6	0.4	0.6	0.8
Electricity	4.9	3.1	2.8	2.5	3.3	3.1
Electronics	3.8	3.4	3.6	4.1	4.7	4.2
Environmental conservation	—	—	0.0	0.0	0.1	0.1
Extensive farming	2.2	1.2	0.4	0.3	0.3	0.2
Fluid mechanics	2.1	1.1	0.9	0.9	0.9	1.1
Forestry	0.5	1.3	0.3	0.3	0.4	0.4
Fruit growing	2.1	1.5	0.9	0.9	0.9	0.6
Graphic arts	0.5	0.2	0.3	0.5	0.6	0.6
Horticulture	1.0	1.9	2.0	1.4	1.8	1.6
Hotel industry	4.1	3.5	2.2	2.6	3.4	4.6
Industrial dressmaking	—	1.2	1.3	1.1	1.2	1.4
Industrial mechanics	3.1	2.3	2.5	2.8	3.4	3.1
Languages	—	5.2	6.4	5.3	3.5	3.3
Livestock farming	2.9	2.0	1.5	1.0	0.9	0.8
Management techniques	7.5	10.8	16.1	15.4	16.0	14.9
Metal construction	1.4	0.8	0.7	0.6	0.6	0.7
Mining	—	—	—	0.1	0.2	0.2
Nursing/sanitary	4.8	3.5	3.3	3.5	3.9	3.3
Ornamentation and gardens	0.7	1.3	1.0	1.1	1.0	0.8
Primary mining processing operations	—	—	0.0	0.0	0.0	0.0
Public works	0.5	0.2	0.1	0.3	0.3	0.4
Quality control	0.7	0.6	0.5	0.3	0.6	0.8
Renewable energies	—	0.2	0.4	0.4	0.5	0.3
Skins and leather	0.7	0.5	0.5	0.6	0.6	0.6
Textiles	5.4	4.1	3.4	4.4	3.4	2.4
Tourism/community services	—	2.0	3.0	3.6	5.4	5.7
Training methodology	—	1.0	1.6	1.8	1.9	1.8
Transport	3.1	2.0	1.6	2.3	2.3	2.3
Vehicle engineering	1.6	1.7	1.1	1.2	1.6	1.7
Welding	2.7	1.4	0.9	0.9	1.0	1.3
Wood and timber	1.1	0.1	0.8	1.0	1.1	1.2
Others	6.7	0.7	—	—	—	—
Total	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**

Source: Ministry of Employment and Social Security.

Students successfully completing training according to FIP plan programmes 1986-90 (percentage distribution and absolute figures)

Programmes	**1986**		**1990**		**1990-86**
	%	**Number**	**%**	**Number**	**%**
Contracted for training under an INEM-approved plan	2.1	3 548	0.4	1 187	-66.6
FPO for the young unemployed under 25	32.9	55 293	35.3	101 119	82.9
FPO for long-term unemployed aged 25+	14.5	24 379	16.7	47 836	96.2
FPO in rural areas	21.2	35 647	5.8	16 719	-53.1
FPO in sectors or firms in the process of restructuring	8.7	14 720	5.1	14 509	-1.4
FPO for the self-employed and company personnel (excluding retraining)	11.2	18 907	20.5	58 550	209.7
FPO for members of cooperatives and workers' limited companies	—	—	0.8	2 357	—
FPO for the disabled	—	—	0.1	368	—
FPO for emigrants	—	—	0.0	77	—
FPO for the socially marginalized and ethnic minorities	0.5	841	0.8	2 396	184.9
Training of trainers	0.5	902	1.8	5 031	457.8
FPO for other groups[1]	4.6	7 779	12.7	36 237	365.8
Unclassifiable[2]	3.8	6 309	—	—	—
Total	**100.0**		**100.0**	**286 386**	**70.1**

[1] Students trained corresponding to the following groups: non-unemployed job-seekers, unemployment benefit recipients and those aged 25+ out of work for less than 12 months.

[2] Students trained in courses not included in the FIP plan, who began training in 1985 and concluded in January/February 1986.

Source: Ministry of Employment and Social Security.

The classification of occupational training courses

2.4.11
Occupational training courses are classified as follows:

Location

2.4.12

- **Permanent INEM centre,** an established INEM training centre.
- **Modular centre,** an INEM centre comprising dismountable units with no administrative structure or staff of its own.
- **Training action unit,** centres with the same features as the modular centres, but located on fixed premises.
- **Mobile unit,** where courses are implemented in a centre situated on non-INEM premises, but subsidized by INEM.
- **Collaborating centre,** where courses are implemented on the premises of collaborating centres authorized by INEM.
- **Other units,** including courses implemented in other public or private agencies, with their own funding, not included in the previous points.

Programme types

2.4.13
The various programme types are as follows:

- **Direct INEM courses:** annual courses, with both the physical and human resources being provided by INEM. These courses include the special programmes implemented as a matter of recognized urgency.
- **Rural occupational training courses in collaboration with local authorities:** programmes addressed to workers in rural areas, implemented in conjunction with local or municipal authorities authorized as collaborating centres.
- **Courses implemented by collaborating centres, training projects and company training plans:** courses provided by public- or private-sector institutions authorized as collaborating training centres involving training projects or company training plans implemented by firms with no permanent training structures of their own wishing to implement an 'occupational' training plan or a training project with the financial assistance of INEM.

Programmes

2.4.14
The national vocational training and insertion plan is based on different programmes corresponding with the occupational families listed below.

Occupational families

2.4.15
The specialized fields offered in the courses are as follows (with their abbreviations in Spanish):

AC	Aquaculture and fisheries
AG	Graphic arts
AO	Administrative and clerical work
AR	Crafts
AU	Vehicle engineering
BE	Beauty care
CA	Environmental conservation
CC	Quality control
CE	Extensive farming
CI	Industrial dressmaking
CM	Metal construction
CN	Communications
CO	Construction
DD	Drawing and design
EE	Electricity
EL	Electronics
ER	Renewable energies
ES	Nursing/sanitary
FC	Air conditioning
FO	Forestry
FR	Fruit growing
GA	Livestock farming
HC	Horticulture
HO	Hotel industry
IA	Agri-food industries
ID	Languages
IN	Computers
IQ	Chemical industries
MA	Agricultural machinery
MD	Wood and timber
MF	Fluid mechanics
MI	Industrial mechanics
MN	Mining
MT	Training methodology
OJ	Ornamentation and gardening
OP	Public works
PC	Skins and leather
PT	Primary mining processing operations
SE	Welding
TC	Tourism and community services
TE	Management techniques
TR	Transport
TX	Textiles

Job situation

2.4.16
The following situations are taken into consideration:

- Unemployed persons:
  - with no previous employment,
  - previously employed:
    - benefit recipient,
    - non-benefit recipient.

- Employed persons:
  - in permanent employment,
  - in non-permanent or seasonal employment,
  - under temporary contract,
  - job situation in the course of regulation,
  - self-employed/freelance,
  - cooperative member,
  - in a family business with no employment contract,
  - other forms of employment.

Teaching staff

2.4.17
The teaching staff of the courses can be classified as follows:

- **INEM teaching staff:** INEM employees.
- **Teaching staff from other agencies:** staff employed by other institutions implementing courses (collaborating centres, firms, etc.).
- **Contract teaching staff:** non-INEM employees under INEM contract.

Course levels

2.4.18
The courses are divided into the following levels:

- **Foundation courses:** primarily catering for young people, imparting preliminary occupational aptitudes and skills to facilitate labour-market integration, without however leading to a specific job qualification.
- **Skilling:** courses for the unskilled with the objective of imparting sufficient skills and competences for the exercise of an occupation.
- **Retraining:** courses for skilled workers who have been laid off or are about to become redundant and are therefore in need of training in a new profession, occupation or trade.
- **Further training:** courses designed to update and upgrade the vocational competences of skilled workers to facilitate career advancement.

Major occupational groups

2.4.19
The following major occupational groups define the occupation of the students as they enter or leave a course:

1. Professionals, technicians and related occupations.
2. Management personnel in the public administration, company directors and managers.
3. Personnel in administrative services and related occupations.
4. Commercial salespersons, vendors and related occupations.
5. Domestic/hotel service staff, guards, security staff and related occupations.
6. Workers in agriculture, livestock farming, silviculture, fisheries, hunting and related occupations.
7. Workers in the mineral extraction and iron and steel industries, chemical and textile production, food and beverage preparation and clothing manufacture.
8. Workers in footwear and furniture manufacture, stone- and metal-cutting, mechanics, electricity, glass and ceramic production.
9. Workers in the manufacture of rubber and plastic products, graphic arts, the construction industry, stationary and mobile machinery operators and vehicle drivers.
10. Unskilled workers.
11. Persons of working age with no previous employment.

Other public agencies involved in vocational training

2.4.20
Alongside INEM, other agencies with the task of promoting and upgrading job-related training, in particular occupational training, are, among others, the Department of Education of the community of Madrid which has been implementing technical vocational training programmes since 1988, the recently established Madrid Training Institute (4 April 1991) and the Municipal Institute for Employment and Business Training (run by Madrid City Council and the Madrid universities, including the Polytechnic University of Madrid) which collaborates directly with the European Social Fund in the framework of a triannual plan, offering 14 occupational training courses.

Continuing education/training

2.4.21
Continuing education/training is necessary throughout an individual's life so that he/she can keep abreast of changes within the working process or upgrade his/her skills. The aims of continuing education/training are as follows:

- to acquire a greater depth of knowledge: for example doctorates, certain masters' programmes, postgraduate specializations and the training of non-certified technicians;
- to extend knowledge: towards other fields of application, for purposes of upskilling and to gain access to methods and resources of an instrumental nature;
- to adapt knowledge: to meet the demands of a specific labour market, job, etc.;
- to maintain and update knowledge: the familiar updating and refresher courses;
- to substitute knowledge: retraining, reorientation, etc., and occupational training.

2.4.22
Forms of training provision using resources adapted to the needs of the students and the time at their disposal are currently being implemented; examples in the specific field of occupational training are open learning, distance learning and the interactive videodisc.

Open learning

2.4.23
Apart from allowing students to learn when, where and at the pace they choose, open learning overcomes the barriers created by geographical distance, personal/work commitments or the structures of traditional courses which often prevent access to the required type of learning. The basic characteristics of open learning are as follows:

- it is student-centred as opposed to institution-centred;
- teachers and students are physically separated;
- elimination of barriers.

It should be emphasized that open learners are involved in the decisions and acts impacting on their learning process; this guarantees equality of opportunity with no limits in terms of place or time. INEM implements an open-learning programme in **management for small and medium-sized enterprises**, designed for persons already in employment. INEM also offers an open learning programme in digital electronics, again addressed to persons in active employment.

Distance learning

2.4.24
The objective of distance learning is to overcome the problems of physical distance. Teachers and students are separated and responsibility lies in the design of situations and resources selected to 'mediatize' the educational/training interaction; the system is therefore learning-centred.

The open, flexible and distance training programme implemented by INEM throughout the academic years 1990/91 and 1991/92 is based on the use of multimedia tools: textbooks (modular and global), computer-assisted learning, telematic communication systems linking up programme users and audiovisual aids. The innovative aspects characterizing this programme are global and integrated utilization of:

- telematic systems, permitting ongoing contact with the programme tutor and other participants;
- computer-assisted learning to consolidate acquired knowledge;
- videos as a focal element for participation and discussion;
- a corporate game as a practical element to foster decision-making skills and teamwork;
- printed material structured in open, flexible modules;
- seminars held in the establishments with the tutor as a means of personal contact, to clarify queries and work with other participants.

Interactive video

2.4.25
Interactive video is a communication system with simultaneous integration of aural, visual and numerical functions (text, data, etc.), capable of handling a large quantity of information in an interactive format in real time, loaded on carriers (software) and operated by independent scanners or more extensive systems (hardware). It is expected to develop into a mass consumer product. INEM is currently designing an interactive video system for use in the training of trainers.

FUNDING

Ministry of Education and Science

3.1.1
Education in Spain is funded partly by the public sector and partly by the private sector. Public funding is administered by the national Ministry of Education and Science in the 'MEC territory' and by the corresponding departments of the autonomous communities which have been devolved responsibility for educational matters.

The transfer of competences to the autonomous communities makes it virtually impossible to estimate total funding on vocational training. It is nevertheless possible to estimate the cost of the introduction of the reform of vocational training in the MEC territory.

The total volume of expenditure must in fact take account of the cost of the introduction of the vocational training reforms, as well as the costs of the present teaching staff and the general overheads, capital expenditure and spending on equipment for the establishments.

Costs of the implementation of the reform of vocational training in pesetas (PTA 1 million = approximately ECU 6 500) (MEC territory)

IMPLEMENTATION OF BASIC VOCATIONAL TRAINING (FPB)

Number of pupils:		
• Compulsory secondary:	570 000	
• Academic secondary (16+):	240 000	
• Total	810 000	
Number of FPB teachers:	5 200	
Number of technological workshops (cost per workshop: 8 million)	2 405	
• Overall cost:		16 640 million
Equipment of technological workshops:		
• Overall cost: (Cost of equipment per workshop: 5 350 million).		11 100 million

IMPLEMENTATION OF SPECIFIC VOCATIONAL TRAINING (FPE)

Number of pupils:	
• Middle-level educational cycles	60 000
• Higher-level educational cycles	40 000
Total	100 000
Number of cycles/groups	4 000
Number of FPE teachers	10 000

FPE equipment (average type: six educational cycles with two occupational families)	
• Overall cost	26 400 million
• Work experience in production centres: Overall cost	6 000 million

TEACHER TRAINING

Overall cost	
• FPB teachers	1 700 million
• FPE teachers	4 000 million
Total	5 700 million

VOCATIONAL TRAINING, INNOVATION AND DEVELOPMENT (FID) CENTRES

Overall cost of infrastructures and equipment:	14 000 million
(average cost	700 million)

Number of teachers: 600 (average number of teaching staff: 30 teachers)

SUMMARY

Infrastructure and equipment:	
• FPB	27 740 million
• FPE	26 400 million
• FID centres	14 000 million
Total	68 140 million
Teachers:	
• FPB	14 560 million
• FPE	28 000 million
• FID centres	1 680 million
Total	44 240 million
Teacher training	5 700 million
Work experience in industry	6 000 million
Total	124 080 million

Source: Ministry of Education and Science

Funding agencies

3.1.2
Sources of funding are the corresponding chapters of the national budget assigned to the MTSS, including funds collected under the 'vocational training levy' since 1985 and allocations from the European Social Fund (ESF) which contributes almost 45% of overall costs in the case of actions defined as priority objectives.

Vocational training levy

3.1.3
The vocational training levy set at 0.7% of the total wage bill for the period 1985-90 is collected by the competent bodies of the administration and transferred to the public purse, thus consolidating the income side of the annual national budget.

Occupational training costs according to budgetary chapters (in millions of PTA)*

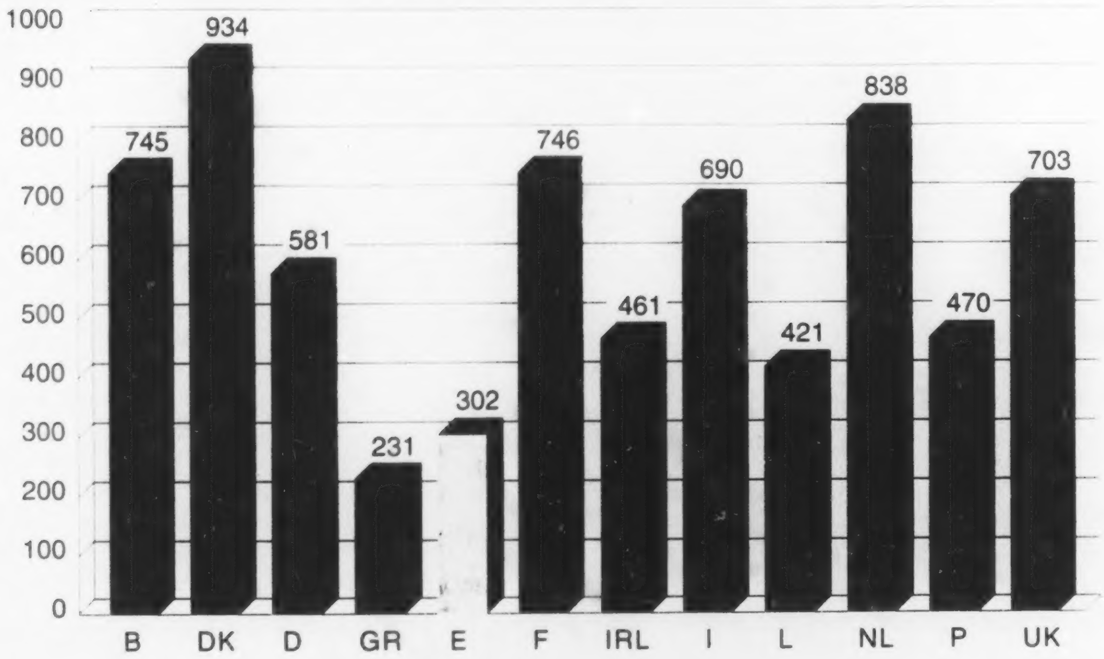
	1985	1986	1987	1988	1989	1990
Budgetary expenditure per chapter						
Chapters I and II	6 965.4	11 547.5	12 880.5	13 377.9	17 447.5	21 594.5
Chapter III	0.7	5.3		13.9	12.1	15.0
Chapter IV	495.1	12 430.5	51 534.8	68 236.9	81 889.0	97 053.0
Chapter VI	1 818.5	2 458.1	2 021.2	2 446.1	4 071.6	5 039.3
Chapter VII	26.3	34.0	1 107.3	792.8	327.7	405.6
Chapter VIII			7.5	5.0	2.1	2.6
Total	9 306.0	26 475.4	67 551.3	84 872.6	103 750.0	124 110.0
Other costs attributed to occupational training (1)	6 000.0	21 234.6	15 959.1	10 448.4	19 837.5	12 777.7
Total costs	15 306.0	47 710.0	83 510.4	95 321.0	123 587.5	136 887.7

* Including costs incurred by training in training workshops and 'Casas de Oficios', i.e. PTA 36 560 million in 1989 and PTA 51 388.3 million in 1990.

(1) Estimation of costs for the depreciation of installations, unemployment benefits received during attendance at courses and other costs of INEM actions attributed to vocational training policy according to the cost methodology of the European Social Fund.

Chapter I:	Personnel costs
Chapter II:	Costs for teaching experts, overheads and services
Chapter III:	Financial costs
Chapter IV:	Current transfers
Chapter VI:	Real investment
Chapter VII:	Capital transfers
Chapter VIII:	Financial assets

Public expenditure on education in 1985 (purchasing power standard — PPS, per head of population)



Source: Eurostat — *A Social Portrait of Europe*, 1991.

TRENDS AND PERSPECTIVES

4.1. General considerations

Training and the European Community

4.1.1
The upgrading of vocational training has been part of Community policy for many years. Articles 57, 118 and 128 of the Treaty of Rome in fact establish close cooperation between Member States in the fields of vocational training, linked work and training and related areas.

4.1.2
Vocational training is regarded as a decisive factor in promoting the mobility of workers within the Community, a priority objective of Community policy.

4.1.3
To implement Community policy in the field of vocational training, the supreme EC bodies — the Commission and the Council — have been promoting numerous initiatives in the shape of standard programmes and projects establishing a series of concrete action measures with the corresponding budgetary provisions.

4.1.4
The various programmes may be extremely varied in nature and significance — although it is often very difficult to differentiate clearly between the programmes since in practice their actions generally involve the implemention, completion, extension or follow-up of other measures, interaction with the content of other programmes and overlaps in their time-frame.

The free movement of workers

4.1.5
All the future lines of the Community action, in particular 'a people's Europe', involve an increase in and better conditions for the movement of European citizens as an essential precondition for the Community spirit. This is one of the essential principles of the European Community. In the final analysis, free movement means the right of European citizens to seek and hold a job in another Member State with the guarantee that both they and their families shall be treated as a national of that State.

4.1.6
In more specific terms, the substance of the free movement of workers can be summarized as follows:

- the right to apply for advertised jobs;
- the right to free movement to work in a job within the territory of the Member States;
- the right to reside in one of the Member States to work in accordance with the provisions regulating the employment of nationals;
- equality of treatment with national workers in access to employment, the same priority being granted;

- equal treatment in the exercise of employment (conditions, social security, wages, unemployment, etc.);
- the right to remain on the territory of the corresponding Member State after having occupied a job;
- the right to family reunion and access to employment of workers' families (if they have accommodation);
- absolutely equal rights in trade union matters;
- compulsory schooling of workers' children under the same conditions as those of nationals.

4.1.7
With respect to the regulations on work permits and the harmonization of qualifications, at the end of the period of transition European workers shall be treated as Spaniards and shall not require a work permit to work on behalf of third parties. Those wishing to work on their own account must be automatically granted a work permit, under the proviso that the conditions applicable to nationals are respected.

4.1.8
The Community has thus established harmonization and correspondence procedures for academic certificates in the field of higher education. Technical certificates (architects, engineers, etc.) are subject to bilateral recognition agreements. A further Directive has been adopted on access to the 'non-liberal' professions, for example travel agents and road hauliers.

Perspectives for occupational vocational training

4.1.9
Occupational vocational training must respond to the needs of the labour market and be accorded a priority role among the factors determining the budgetary policy of all the agents involved in this field. We believe that the dynamism of modern society in terms of the skill requirements of the working population cannot be matched by regulated educational systems and that occupational vocational training must play an updating role in this respect. This is a trend which becomes increasingly obvious every day with the frenzy of technological change affecting occupational skills. Local authorities, autonomous communities, etc., must be the promotors of occupational vocational training, above all in their role as the social agencies responsible for those under their administration, and thereby provide occupational vocational training programmes as a parallel route to the training programmes provided by the education system. A number of examples can already be found in Spain and this is a trend which we are sure the local and autonomous administrations will promote, above all to cater for those young people who for various reasons opt out of the general education system, and in particular the vocational training system.

It can be concluded that the entire education system must respond to the leitmotiv 'knowing is doing' and promote all the means to reach this end.

4.2. The impact of EC vocational training programmes in Spain

4.2.1

In 1986, Spain joined the European Community and signed the Single European Act. Since then, Spanish participation in Community programmes has been intense, with interesting results at national level.

4.2.2

In the vocational training field, particular mention should be made of actions within Community programmes related to the initial training of young people and training for women (PETRA, IRIS, Lingua) and those already in employment (FORCE, correspondence of vocational qualifications, etc.).

4.2.3

In the field of initial vocational training, both the education and employment administrations are members of the various Community advisory committees and have established national coordination agencies to administer the programmes in conjunction with the social agents.

4.2.4

Within the framework of the EC PETRA programme, Spain has participated in the network on the transition of young people to active working life, in particular in the exchange of educational methodology and documentation, the use of didactive resources and, above all, with the consolidation of the participation of both sides of industry.

4.2.5

Since 1988, 51 projects with a social basis and a typology consistent with the central objectives of the PETRA programme have participated in the European network of training partnerships in modality A (lasting one year), 33 of which have gone on to modality B, lasting two years. In the new version of PETRA II, 628 young people in the course of initial training are to participate in two- or three-week periods of in-company work experience in the context of the extension of alternance activities between Member States. The results of these actions are as follows:

- From the point of view of training, youngsters and trainers have become familiar with other approaches to vocational training, the didactic methods used and the resources available; they have got to know what vocational skills and components are required and have observed the Community vocational know-how.

- Interest has been aroused in the European dimension, in particular in the fields of vocational guidance; this is of incalculable value with respect to the free movement of workers throughout the Community.

- This experience has also facilitated reflection and the incorporation into the national heritage of requirements to guide the new vocational training designs corresponding to the overall reform of the education system.

- Finally, the actions have underlined the urgent need to improve Community language learning (PETRA and Lingua).

4.2.6
Other programmes, in particular those related to knowledge of the vocational training systems of other countries, the functions of national agencies with the task of analysing skill developments, skills analysis and development and certification systems, for example the programme on the correspondence of vocational qualifications, have led to a tripartite form of management in the field of vocational training decision-making structures. Other EC Member States clearly have a longer tradition in the management of labour relation systems and have offered examples of methodology and working models to cope with the accomplishment of the tasks necessary for the updating of training and the efficient organization of human resources.

4.3. Conclusions and possible solutions

Concerning the education system

4.3.1
Youth unemployment is a problem related to many others. The transition of young people must therefore be tackled by means of coordinated policies of information, guidance, training and integration, not only with respect to employment, but to the overall personal and social needs of young people.

4.3.2
As serious as it may be, youth unemployment is a cyclical problem. The unemployment situation may be very different by the year 2000. Technological or structural unemployment may lead to adult, as opposed to youth, unemployment. Training and educational policies must therefore be long-term, as opposed to short-term in approach. This means that rather than training young people for a particular occupation, it is necssary to promote a spirit of enterprise, a versatility of intellectual skills and process-related knowledge, drawing on methods and designs, transferable on account of their multidimensionality.

4.3.3
Education/training establishments can and must change to play a key function in this process, but they cannot effectively have an educational monopoly. On the contrary, the alternative to an excessively academic and anachronistic school is not one which offers a motley of courses 'à la carte', but one in which between the various institutional and social players ensures a diversified, yet integrated and certifiable provision of vocational training. Different establishments, programmes and services in a given catchment area must liaise in the elaboration and implementation of integrated youth socialization programmes: education, employment, health, leisure, housing, consumer affairs, etc. In this context, contact of each young person with the world of work (ranging from a visit to a centre of production to a contract of employment) has an enormous strategic value, both as an educational element and as an instrument promoting personal autonomy.

4.3.4
The specific territory in which each young person lives provides the environment for the programmes. This territory is a subject of study, a place of concertation, an hypothesis of the creation of goods and services and, therefore, the place where employment may cease to be a utopia. Both training and employment programmes should be adapted not only to the abstract requirements of the production system, but also to the needs of medium-term regional and local development projects.

4.3.5
Coordination between the various institutions must generate concrete programmes and mechanisms. Employers and trade unions, schools and municipal services, job centres and cultural centres, etc., must create simple and effective coordination mechanisms, along the lines of the 'School-Work Agency in Modena, the education-work contact centres in the Netherlands.

4.3.6
Educators are also being educated in this process, 'educators' not only meaning teachers, but all the practitioners involved in one way or another in the various aspects of transition. The education of the educators has a fundamental common denominator: collective and critical monitoring of the educational experience of young people.

4.3.7
It seems advisable to amplify and diversify certificates to cover a range of skills which are more specific and adapted to the needs of the market, both in terms of technological development and in new areas of work for middle-level university certificates.

4.3.8
The majority of certificates should be accompanied by specific knowledge so that the functions entrusted to a graduate can be covered in a more versatile manner.

4.3.9
Unemployed graduates prepared to accept a job unrelated to their degrees — and no less than 60% are ready to do so — should be offered retraining programmes to acquire skills in less-saturated areas or fields offering a greater potential of development.

4.3.10
Universities cannot, perhaps, achieve this process of profound change alone and should therefore intensify collaboration programmes with other institutions, above all firms and administrations, to establish training plans, especially at postgraduate level, work experience in industry, etc.

4.3.11
It is perhaps time to be realistic and courageous enough to face the fact that the labour market cannot indefinitely absorb an ever-increasing number of graduates. Alternative and genuinely attractive forms of vocational preparation must be offered.

4.3.12
This is an extremely sensitive issue since, if this question is not tackled in the right way, existing social inequality may be reinforced, thwarting the expectations of the less-advantaged strata of society with respect to university education: all the pointers indicate that the progressive social structure, apart from finding a response to the objective and urgent need to match supply and demand on the graduate labour market, must do all it can to permit talented clients from a less-advantaged background to continue their studies and, once they graduate, give them the necessary assistance to be able to continue their vocational preparation under favourable conditions to help them find a job. In this respect, the following suggestions can be made:

- University education should be substantially upgraded from the very outset: diversification of degrees to match the needs of the labour market, more practical in orientation, etc.
- A system of economic aids should be established for a given duration for unemployed graduates, including first-time job-seekers, in need of such assistance on account of their economic situation.

- Postgraduate training programmes should be developed to complete the preparation of young graduates, especially practical programmes oriented towards the activities of firms.

- Public aids or assistance from private agencies should be promoted so that all graduates, especially those from less-advantaged social backgrounds, may complete their training. Such assistance may assume various forms: grants for masters' programmes at Spanish or foreign universities, guidance on future oriented vocational fields or those still offering openings, etc.

- Finally, the operations of employment services such as INEM should be upgraded. Similarly, links between universities and industry must be improved to establish better relations and create a better match between the supply and demand of graduate jobs.

4.3.13
The initiated process of university reform is undoubtedly confronted with a series of problems and questions of major importance which call for significant funding and resources — and above all committed political decisions — to face two difficult challenges: the updating of the knowledge and education imparted by universities and the match between this provision and the needs of the labour market, with all that this involves in terms of a redefinition of the number of graduates in general and of graduates of specific degree programmes in particular, while at the same time taking care not to close the door on the higher education aspirations and expectations of the less-advantaged social strata, but specifically promoting access for all those with the ability and aptitude for university education regardless of their social origin. The essential objectives are therefore to modernize and restructure university education and to reduce social inequality as far as possible.

Concerning the social agents

4.3.14
Trade unions and employers' organizations must realize that the vocational skilling of the working population is a universal challenge and that in many cases it is necessary to find a common location to meet this challenge.

4.3.15
Genuine vocational training shall not be possible without the participation of the firms in the new systems of linked work and training (alternance). The trade unions must realize that alternance does not jeopardize firms' potential capacity to generate employment and support the introduction of alternance as an adequate system to optimize the costs of training present and future workers.

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4.3.16
Spain requires a period of transition to implement alternance training and to introduce compulsory work experience throughout the education system. The State must therefore consider the type of assistance it can lend to firms opting for and participating in alternance training in the form of tax incentives.

Concerning freedom of movement and the single European market of 1993

4.3.17
As an impetus for freedom of movement in the Europe of 1993, a new system recording information and offering guidance on Community-wide labour and employment opportunities must be established. Such a system would cut costs, offer an insight into job opportunities at European level, provide information on working conditions and standards, social security, taxation, administrative procedures in each country, etc.

Furthermore, scientific development must be facilitated by means of participation in the many Community exchange programmes launched by the European Commission.

ANNEXES

Annex 1

List of abbreviations and acronyms

BBV	Banco de Bilbao Vizcaya Bilbao Vizcaya Bank
BUP	Bachillerato Unificado Polivalente Academic secondary education (14 to 17)
CA	Comunidad Autónoma Autonomous community
CCOO	Comisiones Obreras Workers' union
CECA	Confederación Española de Cajas de Ahorro Confederation of Spanish Savings Banks
CEDEFOP	European Centre for the Development of Vocational Training
CEOE	Confederacion Española de Organizaciones Empresoriales Spanish Confederation of Employers' Organizations
CEPYME	Confederacion Española de la Pequeña y Mediana Empresa Spanish Confederation of Small and Medium-sized Enterprises
COU	Curso de Orientacion Universitaria University foundation course
EEC	European Economic Community
EGB	Enseñanza General Basica Basic general education
FIP plan	Plan Nacional de Formacion e Insercion Profesional National training and vocational insertion plan
FO	Formación Ocupacional Occupational training
FP	Formacion Profesional Vocational training
FP-I	Formacion Profesional de Primer Grado First-level vocational training
FP-II	Formación Profesional de Segundo Grado Second-level vocational training
FPB	Formacion Profesional Básica Basic vocational training
FPO	Formacion Profesional Ocupacional Occupational vocational training

FPR	Formación Profesional Reglada Regulated vocational training
GDP	Gross domestic product
IEE	Instituto Español de Emigración Spanish Institute for Emigration
INEM	Instituto Nacional de Empleo National Institute of Employment — the Spanish Employment Services
INE	Instituto Nacional de Estadística National Statistics Institute
LGE	Ley General de Educación General Education Act
LOAPA	Ley Orgánica de Armonización del Proceso Autonómico Organic Law on the harmonization of the autonomous process
LODE	Ley Orgánica del Derecho a la Educación Organic Law on the right to education
LOGSE	Ley de Ordenación General del Sistema Educativo Law on the general regulation of the education system
LRU	Ley de Reforma Universitaria University Reform Act
MEC	Ministerio de Educación y Ciencia Ministry of Education and Science
MTSS	Ministerio de Trabajo y Seguridad Social Ministry of Employment and Social Security
SAF	Servicio de Acción Formativa Training Service
SEAF	Servicio de Empleo y Acción Formativa Employment and Training Service
UGT	Unión General de Trabajadores General Workers' Union

ANNEXES

Annex 2

Principal agencies involved in the provision or regulation of vocational training

Asociación 'Alberto Acitores' para el desarrollo de la formación profesional
Association for the Development of Vocational Training
Francos Rodríguez, 106
E-28039 Madrid
Tel.: (34-1) 316 37 41; Fax: (34-1) 450 73 10

Asociación de Jóvenes Empresarios (AJE)
Association of Young Entrepreneurs
Doctor Fleming, 36
E-28036 Madrid
Tel.: (34-1) 457 13 56

Cámara de Comercio e Industria de Madrid
Madrid Chamber of Commerce and Industry
Huertas, 13 y 11
E-28012 Madrid
Tel.: (34-1) 538 35 00; Fax: (34-1) 538 36 77

Comisiones Obreras (CCOO)
Workers' union
Fernández de la Hoz, 12
E-28010 Madrid
Tel.: (34-1) 319 17 50; Fax: (34-1) 310 48 04

Confederación Española de Organizaciones Empresariales (CEOE)
Confederation of Employers' Organizations
Diego de León, 50
E-28006 Madrid
Tel.: (34-1) 563 96 41; Fax: (34-1) 562 80 23

Confederación Española de la Pequeña y Mediana Empresa (Cepyme)
Confederation of Small and Medium-sized Enterprises
Diego de Leon, 50
E-28006 Madrid
Tel.: (34-1) 411 61 61; Fax: (34-1) 564 52 69

Consejo Escolar del Estado
State Educational Council
San Bernardo, 49
E-28015 Madrid
Tel.: (34-1) 531 93 70; Fax: (34-1) 521 09 25

Consejo General de Formación Profesional
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Annex 3

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Annex 4

A brief glossary of terms

The following brief list of terms used in this report was drawn up by the authors. This list is not intended as an authorized terminological study, whereby the reader is reminded of CEDEFOP's ongoing development of vocational training terminology. Those interested in this work should contact CEDEFOP.

Basic Employment Act 51/80, 8 October 1980 (Ley Básica de Empleo)
The Basic Employment Act sets out the legal framework regulating the job market and labour relations, providing standards for the promotion of employment, determining contractual configurations, establishing the employment benefit system and regulating the new functions of INEM, along with its organizational structure and its provision of social services.

Certificate of Education (Certificado de Escolaridad)
Certificate awarded to students who have completed, but not reached the required standards of basic general education according to the General Education Act of 1970.

Collaborating establishment (Centro Colaborador)
Any training establishment whose capacity to dispense 'occupational' vocational training has been recognized by INEM by means of a process of harmonization, the costs of course implementation being covered by subsidies.

Establishments (Centros)
Bodies dispensing training. There are various types of establishment: (a) vocational training institutes, polytechnic institutes and BUP institutes (to be renamed establishments of secondary education in the future) in the public sector; (b) vocational training establishments, 'occupational' training establishments and collaborating establishments are private establishments imparting training harmonized by the educational or employment administrations.

Graduate of Education Certificate (Graduado Escolar)
Academic certificate awarded to students fulfilling the requirements of basic general education (6 to 14) according to the General Education Act of 1970.

National Employment Institute (Instituto Nacional de Empleo — INEM)
An autonomous agency responsible to the Ministry of Employment and Social Security administering the employment policy established by government; promotion of employment, 'occupational' vocational training and unemployment benefits. It was established by Royal Decree 36/1978 of 16 November and its organic structure is specified in Royal Decree 1458/1986 of 6 June.

The long-term unemployed (Parados de larga duración)
Persons registered at the job centres as unemployed for a period exceeding 12 months.

Mobile establishment (Centro movil)
Non-INEM premises leased or transferred to INEM by another agency or body for the implementation of specific training actions.

Modular establishment (Centro Modular)
Mobile establishments dispensing 'occupational' training in areas which do not fulfil the appropriate conditions for the construction of a permanent establishment.

Occupational family (Familia Profesional)
A cluster and group of specialities requiring similar training with related training characteristics.

Occupational training (Formacion Ocupacional)
System of vocational skilling adapted to market needs and employment policy preparing (employed or non-employed) workers and the over-16s for an occupation by means of a highly practical, short-term training model.

Organic Law (Ley Orgánica)
Term used to describe any Act of Parliament which spells out a constitutional right, for example the LOGSE (Organic Law on the general regulation of the education system) stipulates the right to education in Article 27 and the Basic Employment Act lays down the right to employment.

Organic Law on the general regulation of the education system (Ley Orgánica de Ordenación General del Sistema Educativo — LOGSE), 1990
Issued on 3 October 1990, the LOGSE sets out the academic regulations of the various cycles and levels of the education system and requirements for the teaching profession; it provides the regulatory framework for the reform of the education system to replace the system established by the General Education Act of 1970.

Permanent establishment (Centro fijo)
INEM establishments in which the content of training programmes may be adapted to the occupational needs of the specific catchment area.

Registered population (Población de derecho)
The registered population at the time of a census is the sum total of all the births and those counted whose citizenship has been accredited, whether or not they actually reside in Spain.

Regulated vocational training (Formación Profesional Reglada — FPR)
A vocational education stream within the general education system, comprising two levels, FP-I and FP-II, catering for students coming from EGB and training them for an occupation.

Reválida
Final examination at the end of certain educational levels with a view to establishing national homogeneity of awards of academic or vocational certificates (sometimes called 'Reválida de Estado'); for example under the 1955 Education Act such tests were envisaged at the end of the elementary and higher academic secondary streams as a means of access to other university programmes.

Social agents (Agentes Sociales)
This term is used to refer to the trade unions, associations founded to defend the common interests of their members, in particular workers, to improve their negotiating position *vis-à-vis* employers.

Training action unit (Unidad de Acción formatica)
Premises acquired by INEM for the dispensing of occupational training programmes with a total surface area of 400 m^2 consisting of:

- one workshop,
- two classrooms,
- one storeroom, and WC.

University Reform Act (Ley de Reforma Universitaria — LRU), 1983
This Act stipulates the principle of the autonomy of each State university in its respective area of jurisdiction, promoting the creation of a Higher University Council to coordinate university curricula and a number of university councils with the participation of teaching staff and students. It also provides for the introduction of specific certificates, the promotion of research and development in collaboration with industry and regulates the careers of the teaching staff.

Vocational modules (Módulos Profesionales)
Educational programmes in the field of specific vocational training introduced as pilot schemes in anticipation of the reform of the vocational training system between 1988 and 1990. The vocational module is a structured training programme covering a set of knowledge, competences and skills oriented towards an occupation. It lasts 1 000 to 1 800 hours over one or two academic years.

Annex 5

Principal acts of legislation impacting on vocational training and the anticipation of the reforms

General Act 14/1970 of 4 August on education and the funding of the educational reform

Decree 707/1976 of 5 March on the regulation of vocational training

Act 1/1986 of 7 January establishing the General Vocational Training Council

Ministerial Order of 21 October 1986 defining and adopting the experiments relative to the second cycle of secondary education

Ministerial Order of 8 February 1988 regulating the experimental vocational modules

Resolution of 15 June 1988 of the Secretariat-General for Education issuing instructions on the evaluation and qualification of students following the vocational modules

Ministerial Order of 5 December 1988 regulating the experimental vocational modules

Ministerial Order of 5 December 1988 modifying the Order of 8 February 1988 regulating the experimental vocational modules

Ministerial Order of 6 February 1989 authorizing teaching centres to use vocational modules

Ministerial Order of 5 June 1989 establishing the certificates conferred upon students completing vocational modules

Ministerial Order of 15 February 1990 regulating the experimental vocational modules

Organic Law 1/1990 of 3 October on the general regulation of the education system (LOGSE)

Ministerial Order of 31 October 1990 establishing the certificates to be conferred upon students completing experimental modules

Ministerial Order of 30 November 1990 authorizing public education establishments to commence teaching the experimental vocational modules

Ministerial Order of 21 March 1990 regulating the experimental vocational modules

Royal Decree 986/1991 of 14 June approving the schedule for application of the new regulation of the education system

ADDENDUM

by Julio Sánchez Fierro (ESDEN)

The problems of vocational training

Vocational training is one of the linchpins of Spanish labour-market reform. It has been said that although vocational training is not labour-market reform in itself, it is nevertheless an indispensable 'lubricant' putting an end to its present rigidity and guaranteeing the ongoing updating of its human resources, thus meeting the dynamic needs of the competitive economies and technological development with which we live.

However, this conviction has not been reached without a considerable degree of hesitation. Indeed, for some time vocational training was the Cinderella of the education system — until it was transformed by Articles 30 to 35 of the LOGSE (Organic Law on the general regulation of the education system), enacted on 3 October 1990, into the 'leading lady' of educational reform, putting an end to the ups and downs and 'experimental' situations which sought to establish a more effective and higher-quality system, more closely linked to the world of work. The fact that this more hopeful approach was successful was partly due to conviction at national level and partly thanks to impetus from both international and Community levels.

The White Paper on technical vocational education which preceded the LOGSE and the debate in the context of the General Vocational Training Council opened up legitimate expectations of change, not only based on a mere amendment of the educational legislation hitherto in force. Indeed, the White Paper and the work of the General Vocational Training Council paved the way for an integratory vision of both regulated and occupational vocational training. The tasks following the adoption of the LOGSE were (and remain) considerable and are so important in terms of employment and competitiveness that they cannot be based on improvisations or strokes of the imagination. The competent social agents and public administrations have therefore sought to find points of convergence to be moulded into a national vocational training programme. The players working in this field up to the spring of 1993 (the government and social agents) undoubtedly had to seek solutions to problems of design, quality, organizational management, funding and economic and fiscal incentives. These problems were, among others:

- vocational training was no longer to be a parallel and distinct system separate from mainstream (secondary and university) education, but was to provide work experience and other actions closely related to economic reality to the extent and with the content necessary;
- continuing training had very little relevance;
- vocational training was of little advantage in finding employment; this, along with its form of implementation, was sanctioned by low social prestige;
- responsibility for training organization was spread throughout a maze of agencies (ministries of education, employment, defence, agriculture, etc.) with insufficient coordination;
- underfunding was chronic, funding being virtually limited to income accruing from the compulsory levies; tax incentive mechanisms were nonexistent.

The national vocational training programme

The submission of the national vocational training programme to the government, agreed by the General Vocational Training Council in compliance with the provisions of Law 1/1986 of 3 February 1993, marks the achievement of an historic objective in the development of Spanish vocational training: to link up all the initiatives in this field within a coherent unit with the consensus of the competent social agents and educational and employment administrations.

The actual implementation of this objective involves, in particular, the following steps:

1. The establishment of a 'coordinating body' to liaise between the competent administrations; its remit is to establish a national system of vocational qualifications as a single frame of reference for the definition and renovation of regulated and occupational vocational training — the 'Catalogue of vocational qualifications' (FRP) and the 'Directory of vocational certificates' (FPO) — to facilitate the establishment of a system of comparison and recognition between regulated and occupational vocational training.

2. Gradual assumption by the educational administrations of the management and implementation of vocational training programmes addressed to first-time job-seekers, initially to those of school age in the framework of the social guarantee programmes and subsequently to all first-time job-seekers with no academic or vocational qualifications via the initial vocational training programmes.

3. Coordination of the actions of educational and employment administrations, entrusting the former with upstream implementation of basic training programmes for those groups requiring such measures to enable them to go on to the occupational vocational training programmes implemented by the labour administrations.

4. Responsibility for the management of continuing training programmes given to the social agents (employers' and union organizations).

5. Promotion of coordination and exchange of experience between the national occupational vocational training centres and the future training, innovation and vocational training development centres.

6. Promotion of coordination and the future integration of the provincial vocational training committees, responsible to the educational and labour administrations respectively, to dovetail the research and work of both bodies on the analysis of the skilling and job requirements of the socioeconomic environment.

7. Promotion of coordination and mutual exchange of information between the vocational guidance bodies and instruments of the educational and labour administrations and the implementation of joint activities.

8. A commitment to undertake a programme of skill certification with a view to the free circulation of workers within the European Community.

The national vocational training programme, planned for an initial period of four years, has been earmarked a budget of PTA 774 600 million (reference year 1993). On the basis of this programme and these resources, the work of the General Vocational Training Council, its standing committee and the provincial regulated vocational training committees may be very effective. It shall be the task of these bodies to pinpoint employers' needs and meet sectoral and territorial requirements as closely as possible. Decentralization, fostered by the creation of the provincial vocational training committees by the Order of 21 June 1990, shall be reflected in important tasks, for example:

- analysis of training supply and demand;
- provision of a framework for participation between the social agents, local institutions and other bodies;
- provision of cooperation channels between firms and educational establishments;
- bringing the guidelines issued by the General Vocational Training Council down to the provincial decision-making level.

These provincial committees have been established in the 27 provinces administered by the Ministry of Education and Science (the MEC territory); in the rest of Spain, similar tasks are assumed by other committees with similar competences at a more restricted regional or geographical level.

The fundamental task of these committees, comprising representatives of the authorities, social agents and experts, will be to draw up the training maps of the various zones by identifying occupational families and the new intermediate and higher-level training cycles, propose the most appropriate means of stimulating in-company work experience to cater for all regulated vocational training students and evaluate the results of work experience in centres of production.

A further positive milestone in this progress towards the upgrade of vocational training was the adoption by Royal Decree of the general guidelines on vocational qualifications and related minimum training programmes. It shall probably be necessary to define a considerable number of qualifications and curricula and decide on contents before a genuine catalogue of vocational qualifications, originally envisaged for the end of the academic year 1993/94, can be published. This training provision will then be widely circulated, it being crucial for not only teachers, but also those involved in the management of, and investment in, vocational training to be familiar with its content. It is above all important for the public at large to see exactly what the reform of vocational training entails so that parents shall be in a position to give their children the proper advice in matters of educational choice, potential students will be clear as to what routes to follow and firms will be guaranteed the human resources indispensable for their viability and competitiveness.

A further important change is the substitution of the system of complementary and occasional in-company work experience by generalized practical in-company training in centres of production as a compulsory curricular component. The model of practical training in centres of production (FCT) is to be introduced from the academic year 1993/94 onwards. Collaboration with the firms being essential, agreements are being signed with employers' organizations and other economic and professional institutions, for example the Spanish catering and hotel business federations, various chambers of commerce and the Higher Council of Chambers.

The business world, on the other hand, insists on the establishment of economic and fiscal incentives to stimulate this task of social collaboration; the French model of tax deduction has been frequently evoked in this context. The 1994 draft budget includes a number of measures, albeit of an extremely modest nature, in this direction. It can therefore be concluded that the academic year 1993/94 will be an initial 'trial run' to establish whether society and firms are more than witnesses, and are participants in a root-and-branch reform of vocational training within the education system.

The objectives and financing of vocational training within the education system in the period 1993-96

(in million PTA)*

Development and application of the LOGSE: Planning envisaged for the anticipation of FP reforms (MEC territory)

Year	Basic FP	Middle FP	Higher FP
1992-93	300 establishments	100 establishments	90 establishments
1993-94	400 establishments	200 establishments	95 establishments
1994-95	500 establishments	300 establishments	100 establishments
1995-96	Overall	400 establishments	200 establishments
1996-97	Overall	500 establishments	300 establishments

	1993	1994	1995	1996
Infrastructure and equipment (basic FP)	5 000	5 000	5 000	5 000
Infrastructure and equipment (specific FP)	5 500	8 000	8 500	8 500
Increase in teaching staff	2 500	3 000	3 000	3 000
Work experience in centres of production or alternance	2 500	3 000	4 500	6 000

* Reference year 1993.
FP — vocational training.

ADDENDUM

Continuing training

Whereas the above considerations refer to regulated training within the education system, similar reflections are also necessary on continuing training. Of particular relevance in this context is the National Agreement on continuing training, signed in December 1992, between the social agents and the government. The PTA 157 000 million to be invested in the period 1993-96 opens up opportunities hitherto denied Spanish firms. The Agreement sets continuing training within the framework of the social dialogue in the firms and sectors, a qualitative change of particular importance.

The establishment of joint committees by sectoral employers' and union federations means that new elements on the reform of the labour market will be brought into the debate, in particular with respect to the ongoing updating of vocational skills, without which product and services quality cannot be achieved. The training actions/plans of firms with over 200 workers, or inter-company training plans in the case of small and medium-sized enterprises (SMEs), are supported by a foundation, governed by a joint body of unions and employers, responsible for the adoption of training plans which, in turn, will require as a general rule a previous report drawn up by the sectoral joint committees. Part of the vocational training levy, payable by firms and workers along with the remaining social contributions (social security and unemployment) on a compulsory basis, is earmarked to finance these plans.

It is hoped that these new financial resources, utilized at decentralized level and managed with greater agility by the social agents, will offset the training deficits which are so negative for company competitiveness and employment. The insufficiencies of the vocational training system forced a number of firms to develop their own in-company approaches; despite increasing awareness in this field, efforts within Spanish firms are not homogeneous.

It may be of interest to examine the present volume of training activity within Spanish firms. The two main sources of information in this respect are the survey on manpower costs and its components, conducted by the National Statistics Institute, on the one hand, and the annual report on collective bargaining in large-scale firms, drawn up by the Directorate-General for Economic Policy within the Ministry of Economic Affairs and Finance, on the other. Both sources agree that training expenditure was low and concentrated in larger firms.

There are considerable sectoral differences to be observed in this respect. Continuing training expenditure in Spanish firms tends to concentrate in the services sector. This advantage of the tertiary sector over industrial sectors is reflected in both absolute and relative terms, i.e. both in terms of money spent per capita and training as a percentage of overall labour costs.

At the opposite extreme, financial and insurance companies spend more than three times the average expenditure of tertiary-sector firms. Within industry, there are also considerable differences in training expenditure between the various subsectors. Here again, the most labour-intensive branches of activity invest least in human resources, both in absolute and relative terms, whereas the most highly capitalized firms — in the energy sector — invest between three and six times more in both absolute and relative terms. As regards company size, it can be clearly stated that training is mainly carried out in larger firms: in a nutshell, training resources rise as the headcount increases.

The examination of continuing training costs in firms in the various regions, or autonomous communities, puts Madrid and Catalonia clearly to the fore. If other parameters are added, other communities rise to the top of the league, for example reference to training in industry only (Castile-Leon, Asturias and Navarre) or the construction sector (Basque Country and Murcia).

The most recent studies available point to service activities as the most important field to be covered from the point of view of continuing training, followed by those traditionally dominated by white-collar jobs, mainly in the services sector but increasingly spreading throughout all branches of production, whereby the field or family of organization, management and administration and tourism, including all those fields related to travel, catering, etc, stands in first position.

Occupational training for the unemployed

As far as occupational training for the unemployed is concerned, for which INEM (National Institute of Employment) is fundamentally responsible via the FIP plan (national training and vocational insertion plan), it is generally agreed that certain adjustments are necessary. The problem at this level is not one of funding, but of the actual utility of this type of training.

The social agents are of the opinion that improvements in this field require an upgrade of the INEM Permanent Occupational Observatory, along with training quality controls under their responsibility. It is, in fact, necessary to determine whether jobless clients have been duly guided towards useful courses with a view to their reintegration into working life and efforts are already under way in this respect.

Royal Decree Act 18/1993 of 3 December on urgent measures to promote employment stimulates changes in the public employment service and authorizes the existence of private non-profit-making job placement agencies. It seems clear that this new legislation will also involve a redefinition of INEM's tasks and functions in the field of training and vocational guidance of job-seekers. Appropriate measures shall have to take shape in the corresponding regulatory provisions which will also impact on the management of the FIP plan.

Finally, other changes in the FIP plan may be envisaged as a result of the provisions stepping up budgetary funding for continuing training, trends in unemployment and the more important role to be played by the regional authorities (autonomous communities) in the wake of devolution.

The Chambers of Commerce Act and vocational training

Unlike other Member States of the European Union, the chambers of commerce, created over a century ago, have so far played a very limited role in the field of vocational training in Spain. This situation has however, been transformed by the Basic Law on chambers of commerce, industry and navigation, adopted in April 1993. The Chambers Act includes provisions which are new in the context of the Spanish education system, whereby the chambers are to assume cooperation and support tasks for the development of vocational training, promoting the participation of employers within the chambers.

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Article 2.1 (f) of the Act now stipulates that as public administrative bodies, the official chambers of commerce, industry and navigation shall have the function of 'collaborating with the educational administrations competent for the management of practical training in centres of production included in regulated vocational training programmes, in particular in the selection and authorization of centres of production and firms, the appointment of students' tutors and control of programme implementation'. On the other hand, a significant share of the chambers' economic resources are to be channelled into vocational and in-company training.

The first steps to launch this cooperation with the chambers in practice are being taken in the regions of Asturias, Valencia and Madrid; more extensive development is envisaged by a framework agreement between the Ministry of Education and Science and the Higher Council of Chambers. This framework agreement follows the principle of decentralization in the cooperative measures to be implemented by the various chambers within their respective geographical areas.

The new regulations on apprentice training

Royal Decree Act 18/1993 of 3 December on urgent measures to promote employment, adopted by the government and approved by Parliament, introduces, among others, the regulation of apprentice training. This measure is aimed at 'facilitating the insertion into the labour market of those young people whose lack of specific training or job experience always constitutes the most serious obstacle to their access to employment'. This provision was developed by the adoption of a Royal Decree (2317/1993 of 29 December) which specifies various aspects of the Decree Act in terms of the apprenticeship contract and 'work-experience contracts'.

The apprenticeship contract — which, according to various official estimates, may affect some 250 000 young people — combines actual work with theoretical training (at least 15% of the working day). This marks an attempt to find an adequate response to the problem of youth unemployment which accounts for one third of the jobless in Spain, at the same time promoting the social integration of the youngsters in question and upgrading the human resources of Spanish firms. The contract may be signed with young people aged 16 to 25 with no (middle- or higher-level) vocational training or university qualifications. Its duration must be at least six months and no longer than three years, unless stipulated to the contrary by a collective agreement in the corresponding sector. Remuneration is to be set by collective agreement and, in its absence, a given percentage of the minimum interoccupational wage (70%, 80% and 90% during the first, second and third year of the contract respectively) shall be applicable.

The Royal Decree Act also provides incentives to transform apprenticeship contracts into contracts of an undetermined duration, whereby the so-called work-experience contracts would be retained for training purposes and applicable to those having concluded their studies within the last four years, wishing to round off their training for a period of six months to two years, with the introduction of a number of flexible changes to the previous rules and a reduction in the costs incurred by the firms.

Conclusion

From the above the reader will have gathered that 1992 and 1993 were years of significant qualitative change in the various subsectors of the Spanish vocational training system (regulated, continuing and occupational training for the unemployed), whereby it should be noted that, with the exception of apprentice training, all these changes have been welcomed with an acceptable degree of social consensus.

These changes augur an increase in investment and an extension of training actions, steps which are crucial for an improvement in competitiveness, the stimulation of economic growth, the smooth functioning of the labour market and, in the final analysis, an increase in employment.

CEDEFOP — European Centre for the Development of Vocational Training

Vocational education and training in Spain

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